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AUTHOR – AUTEUR

Full Name of Author – Nom complet de l'auteur: ALLAN, Edward Clayton

Date of Birth – Date de naissance: March 19, 1938

Canadian Citizen – Citoyen canadien: ☑ Yes / Oui ☐ No / Non

Country of Birth – Lieu de naissance: CANADA

Permanent Address – Résidence fixe:
24 Payne Close
Red Deer, Alberta.

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Name of Supervisor – Nom du directeur de thèse: Dr. D. Richards

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POLICY-MAKING IN A COUNTY: A CASE STUDY IN SCHOOL SYSTEM GOVERNANCE

by

EDWARD CLAYTON ALLAN

A THESIS

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PERMANENT ADDRESS:

24 Payne Close
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THE UNIVERSITY OF ALBERTA

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The undersigned certify that they have read, and recommend to the Faculty of Graduate Studies and Research for acceptance, a thesis entitled POLICY-MAKING IN A COUNTY: A CASE STUDY IN SCHOOL SYSTEM GOVERNANCE submitted by EDWARD CLAYTON ALLAN in partial fulfilment of the requirements for the degree of Doctor of Philosophy in Educational Administration.

. . . .
Supervisor

. . . .

D. Friesen

John E Seger

. . . .
External Examiner

Date October 11, 1985

Dedicated To

My Friend and my confidante,

who is also my wife.

ABSTRACT

The purpose of the study was to examine and describe a single case study of policy-making with a rural Alberta county school system in an attempt to clarify the policy-making process. In order to accomplish this the development of a school closure policy by the County of Flagstaff Board of Education was chosen for the case study.

The case began in May of 1981 when the Board of Education received a letter from the Minister of Education explaining that he would no longer approve the closure of any schools, or portions of schools, in Alberta unless the Board of Education making the request had a school closure policy and could show that it had followed its policy. The Board of Education members were unable to reach an agreement on the content of this policy until March of 1985, almost four years later.

During the course of these four years the Board of Education established a variety of committees to deal with different aspects of the problem. It commissioned a comprehensive study of the County schools and held three days of public hearings. In spite of this activity the members of the Board of Education were unable to reach a decision. An agreement was obtained only after a great deal of public pressure was brought to bear on the school trustees.

A number of descriptive models were reviewed prior to the undertaking of this case study in an attempt to identify their appropriateness to the policy-making process in a rural county school system in Alberta. It was concluded that the "Rational Model" provided an ideal but unattainable model for public policy-making. Several aspects of Almond and Powell's work were determined to be appropriate. Elite interest groups were found to exist and examples of coalitions were noted.

The conceptual model employed in the case study was based on a combination of several methodological approaches. The "Public Policy Flow Model" emphasized the importance of the actors and the environment as well as the interaction of the two. The policy system model of Friend, Power and Yewlett stressed the importance of the division of the environment into internal and external components. The model of "The Structure of Unstructured Situations" put forward by Mintzberg, et al, was important in understanding the temporal dimensions of the policy-making process. Ultimately the conceptual model employed in this study was very similar to that employed by Taylor in his case study of policy development at the University of Calgary in 1980.

The findings and conclusion from the study indicate that this policy-making process was greatly influenced by the political environment. That is, the degree to which the individual actors, particularly the elected officials, responded to the environment had a great deal to do with

determining the flow and the direction of the policy-making process. This finding would suggest that careful consideration should be given to the option of the involvement of those affected by the policy outcome. If such involvement were to have occurred earlier in the process a great deal of time and effort may have been saved.

The second finding dealt with the evolutionary nature of the process. There appeared to be insufficient effort expended in the initial stages of planning in the policy-making system and the problem was never clearly identified. The process moved from one event to the next based on the pressures of the moment. Had there been a greater degree of planning then the evolutionary nature of the process could have been more successfully controlled.

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CHAPTER I

BACKGROUND TO THE STUDY

Most school systems in rural Alberta went through a period of growth and centralization during the twenty years following the second world war. Smaller school districts were combined to form school divisions and counties. The County of Flagstaff was formed in 1951 by combining a number of school districts and two school divisions.

The 1950's and the 1960's also saw an unprecedented number of new schools or new additions to schools constructed to accommodate this consolidation. In 1950 there were 179 new construction starts in the province. By 1955 that number had jumped to 450. That number remained relatively consistent throughout the 50's with 382 new starts in 1960. By 1965 that number had fallen to 169 and since that time the number of new starts was held relatively stable at approximately 200 per year (Figure 1).

Typically, in rural Alberta, these new schools were larger than their predecessors and served an expanded attendance area. This meant the closure of large numbers of one and two room schools across the province as student populations were consolidated into these larger attendance areas.

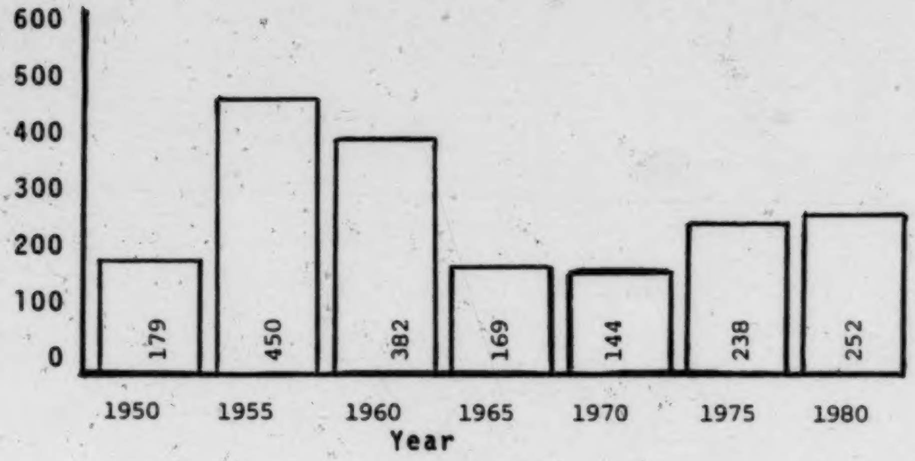


Figure 1

Number of Schools or Additions Under Construction Shown on Five Year Intervals

(Alberta Education Annual Reports)

The County of Flagstaff was not unusual in this regard. In 1952 there were twenty schools operating within the boundaries of what is now the County of Flagstaff. Today the student numbers are very similar with just under 2000 enrolled; however, these students are now housed in eight schools. The majority of consolidation took place during the ten year period of 1955 to 1965. This was also a period of growth in student numbers, both in the County of Flagstaff and in the province in general.

By 1970, however, a new pattern of student enrolment figures was beginning to emerge in rural Alberta. The number of students was starting to decline, and the baby boom that had followed the second world war was coming to an end. The number of empty desks began to increase each year in rural Alberta.

The County of Flagstaff student enrolments followed this provincial trend very closely. In 1950 the total student enrolment for the County was 1941. By 1960 this figure had jumped to 2279. Ten years later, in 1970 this figure had risen to 2632, however, at that point the student enrolments started to decline. By 1985 there were only 1896 students enrolled in the County of Flagstaff schools (See Figure 2).

Over the past ten years two things occurred in the County of Flagstaff that led the Board of Education to a point where some difficult decisions had to be made. The first was the decline in student enrolments. This led to the questioning of the viability of the programs being offered in some of the smaller schools. Secondly, many of the county schools had reached the age and state of repair that demanded major expenditures in the near future if they were to remain open. (See Appendix A).

Faced with these two problems the Board of Education decided that it would attempt to develop a long range program and facilities plan for the County, rather than dealing with each school independently. It was the process of the development of this educational plan and the accompanying policy that was the subject of this study.

STATEMENT OF THE PROBLEM

The purpose of this study was to examine a single case of educational policy-making within a rural county system

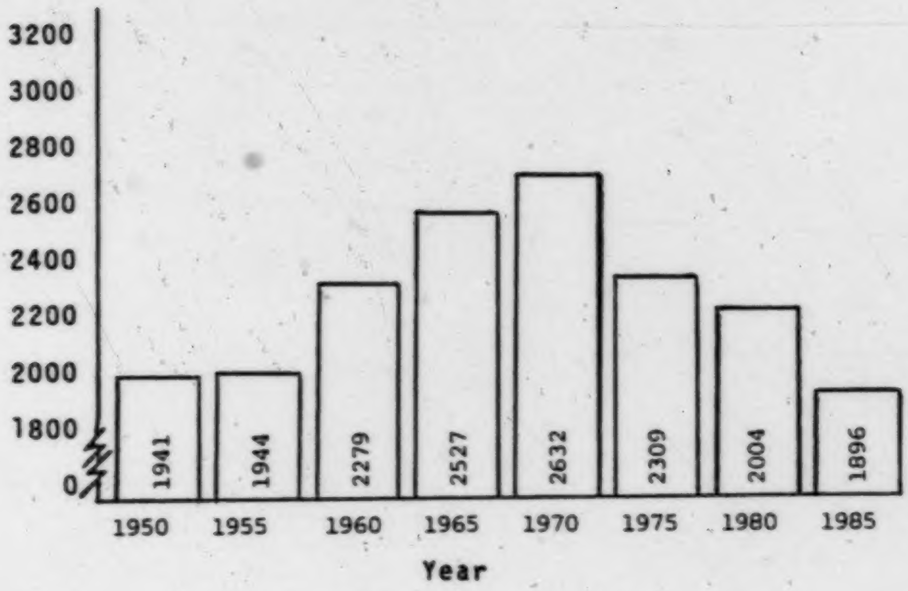


Figure 2

Number of Students Enrolled in Schools Within the Present County of Flagstaff Boundaries

in Alberta. This has been done in order that it might help to clarify the policy-making systems that develop in such an organization in response to particular stresses in the environment.

In order to accomplish this the study has addressed specific questions in each of the following categories.

The Environment

1. What conditions do the actors identify as having evoked the policy-making process under study?

2. Were these conditions primarily identified with the external environment or the internal environment?

3. Who were the actors that initiated the process?

4. What kinds of pressures influenced the policy-making process that was employed?

The Process

1. Who were the actors involved in the development of the plans or strategies to be employed? How were they involved?

2. How closely were the plans and strategies followed? If they were not followed what were the reasons for the deviations? Who made these decisions?

3. What were the major activities undertaken during the policy-making process? Can they be categorized in terms of their function in the policy-making process?

4. For each of the major categories of activities that are identified:

a) who were the actors involved and how did they participate?

b) what were the issues surrounding each of these major categories of activities perceived by the actors?

c) what environmental changes, if any, took place from one major activity to the next?

d) what were the boundaries of the policy-making system and did these boundaries shift as the process moved from one major category of activity to the next major category of activity?

e) what interactions took place between the actors and the environment? Can these interactions be documented?

The Actors

1. Who were the actors who were included in the policy-making system? What was the basis for their inclusion in the process?

2. Did these actors perceive themselves and others as representing specific interest groups? Can these groups be categorized?

3. Were these actors predisposed to particular policy alternatives? To what extent did each feel that the final policy statement incorporated their preferences?

4. Did actors perceive of themselves as having more or less power in relation to specific issues that arose? Can these differences be explained?

5. Were there specific actors or collection of actors who were seen as being dominant in the process? If so, what strategies were employed by these actors?

The Issues

1. How were the primary problems initially identified and what were the pressures that made these problems a focus for policy-making activity?

2. Were the issues relating to these problems clearly defined in the initial stages? Did these definitions change during the course of the policy development? If so, what were the reasons for these changes?

3. What were the relationships between these issues that were identified?

The Outcomes

1. Did the actors perceive that the outcomes resolved the problem as it had been identified?

2. Were the outcomes interrelated? If so, how?

3. To what extent did the actors feel that the outcomes were logically consistent?

Nature of The Study

The focus of this study was on how policy was developed. It did not attempt to evaluate policy outcomes or to evaluate the implementation of policy, but, rather, it examined the process by which alternatives were generated and choices were made between these alternative policy possibilities.

The research overlaped two fields of study. They were the policy sciences and the field of organizational theory: particularly that branch of organizational theory which addresses the administration of public education.

Significance of the Study

This study was considered to be significant for several reasons. They were:

1. The problem of the case study, that is of declining enrolments and school closure, was a significant one in almost every rural school jurisdiction in Alberta. The detailed description of the policy-making process employed by this board of education might prove helpful to

practising administrators in other jurisdictions of similar circumstance.

2. It is Mintzberg's contention that most studies in the policy sciences pay little attention to how policy decisions are actually made (1976:246). Theory related to this topic seems to be either normative or prescriptive. Little has been done that furthers the understanding of the policy-making process in policy formation. It is hoped that this study will contribute to a better understanding of this process.

3. The further development of the conceptual model employed by this study may prove useful to the analysis of other such cases. This study might also prove a basis upon which comparative studies might be conducted.

Definition of Terms

Policy. Stringham, in his work on public policy-making derived the following definition of public policy (1974:17).

> (Public Policy is) . . . a major guideline for future discretionary action. It is generalized, philosophically based, and implies an intention for taking action.

Stringham's definition of policy has been used in this study.

Policy-making. The definition of policy-making that was employed by Kunjbehari in his study of policy development has been used in this research. He used the following definition (1981:6).

> Policy-making is the determination of a course of action that is pursued as advantageous or expedient, or the result of the process in which all parties in related social systems shape the goals of the system and the broad guidelines for their achievement.

Policy-making systems. The definition of Friend, Power and Yewlett (1974:24) has been employed. They see a policy-making system as "any set of organizational and interpersonal arrangements which have evolved to deal with some identifiable class of decision problems." These problems must be major, non-routine or strategic in nature.

Actors. These are that "set of people involved in a policy (making) system"(Friend, et al, 1974:27). In order to be considered an actor an individual must have had significant interaction with other actors and must have possessed the potential to determine in some way the policy output of the system.

Issues. Issues are those problems which have become the focus of decision-making activities within a particular policy-making system (Taylor, 1980:7). They are a sub-set of the larger policy-making system.

Decision-making. This paper has used the distinction between decision-making and policy-making as employed by Lowi (1970:314). Policy-making addresses the larger process leading to the final policy outcome.

Decision-making, on the other hand, refers to the small decisions on issues within the larger policy-making process.

Environment. There has been some disagreement between theorists on exactly what constitutes the environment of an organization. Friend, et al (1974:24) define the environment as that which is external to the organization. Most systems theorists would appear to use external and internal environments in their work. Almond and Powell have employed this division of environment in their book (1966:25) and the environment has been divided into these two parts for the purpose of this study.

For the purposes of this study, internal environment refers to that part of the environment which lies within the boundaries of the County of Flagstaff; that is, board members, employees of the County, rate payers and/or parents who reside within the County.

External environment, for the purposes of this study, refers to that part of the environment which falls outside the boundaries of the County of Flagstaff.

DELIMITATIONS, ASSUMPTIONS AND LIMITATIONS

The following are some of the delimitations, assumptions, and limitations of this study.

Delimitations

This was a case study which analyzed the policy-making process leading to the final policy outcome regarding school buildings and attendance areas in the County of Flagstaff. The time span involved in this analysis will range from May of 1981 when the Board of Education received a letter from the Minister of Education regarding the need for a school closure policy until March of 1985. It was at this time that the Board of Education officially adopted a five year plan and a school closure policy. This study included only those individuals and groups who were involved in the policy-making process related to the school attendance boundaries, the school building issues and the school closure policy.

With this narrow focus the study excluded such activities as policy implementation, the evaluation of policy outcomes or any policy modifications that have occurred since the policy was adopted. These were considered to be beyond the scope of this research.

Assumptions

The following assumptions underlie this study.

1. That the policy-making process was sufficiently overt that it could be understood and described through the analysis of related documents and through interviews with actors and observers.

2. That the policy-making process was an open process; that is, it was assummed that it was not a secretive process and that the actors had a good understanding of what transpired and had few reservations about discussing their roles in the process.

3. That, despite the limitations of the case study approach as an experimental design, it was quite possible that the application of this technique to the policy-making process could lead to insights which could further the understanding and theory building in policy sciences and organizational theory.

Limitations

The following limitations are acknowledged.

1. The generalizability (external validity) of this study to other situations is limited by the choice of the case study as the experimental approach that was used. Given this research design the best that could be hoped for were meaningful propositions that relate to a particular context.

2. The consistency (internal validity) of the data is limited to the extent that:

a) the available documents accurately reflect what transpired during the policy-making process

b) the actors were able to recall accurately and describe events, and that

c) the actors were willing to openly discuss the issues and events that surrounded them.

ORGANIZATION OF THE THESIS

This chapter has presented (1) an introduction to the study, (2) a statement of the problem, (3) the nature of the study, (4) the significance of the study, (5) definition of terms, and (6) delimitations, assumptions and limitations. The following chapter presents an extensive review of the literature and research related to this study. Chapter 3 presents the research design for this study and explains the methodology employed in the collection of data and its analysis.

Chapters 4 and 5 are intended to familiarize the reader with the setting in which the case evolved and to give an overview of the major events that took place. It was this series of events that provided the framework for the analysis of the data that was collected. The data are chonologically presented with the conceptual model that served as a guide in their analysis and their interpretation.

Chapter 6 attempts to provide a synthesis of the findings from the previous two chapters while Chapter 7 attempts to draw some general conclusions relating to the policy-making process. This final chapter also provides a summary of the study, a number of general conclusions, and some implications for further research in the field of educational governance and the policy sciences.

CHAPTER 2

REVIEW OF RELATED LITERATURE

The purpose of this review was to provide a context for the study that was based on prior research and theories. The literature reviewed for this purpose was drawn from two fields of study. The first of these was policy sciences and although the field of policy sciences includes all aspects of the development, interpretation, implementation, and the evaluation of public policy, only models or those portions of models that deal with the policy-making process were included.

The second field of study that is related to the topic of this research is organizational theory. More specifically, within the general framework of organizational theory, policy-making in educational settings was reviewed, along with open systems theory. The open systems theory provides the conceptual framework for the environmental considerations of the study.

POLICY SCIENCES

Policy Sciences does not have a long history. It was not until the early 1950's that the policy sciences, as a formal science, began to appear in the literature (Dunn, 1981:19).

Since that time a number of authors have put forward models in an attempt to provide a framework for the explanation of how policy is developed. Dye (1975) has examined a number of models that have tried to describe the policy-making sequence. He has identified seven such models. This paper has added two more models to that list. The 8th and 9th models have been added to his list of 7:

1. the institutional model
2. the group model
3. the elite model
4. the rational model
5. the incremental model
6. game theory
7. the systems model
8. the public policy flow model
9. structure of unstructured decisions.

In an attempt to provide an overview of the models most appropriate to this study, several have been chosen for a more detailed review. Two models that would appear to represent the opposite ends of the continuum in policy-making are the rational model and the incremental model. For that reason these two models were selected for review. In addition to these there appeared to be several other models that had relevance to this study. In particular these were the public policy flow model and the Mintzberg model that is referred to as the structure of unstructured decisions, and the systems model.

Rational Model.

The decision-making process best suited to the ideal bureaucracy would be the rational model. Dye (1981:31) describes a rational policy as one that is designed to maximize the net value achievement. He goes on to explain that, by net value achievement he means that

> . . . all relevant values of a society are known, and that any sacrifice in one or more values that is required by policy is more than compensated for by the attainment of other values.

What Dye is describing here is a concept of efficiency. He points out (1981:32), however, that this use of efficiency should not be viewed from the narrow dollars and cents framework but should involve the "calculation of all social, political and economic values . . . ." This means that, in order to achieve a rational policy, policy-makers must

> (1) know all the society's value preferences and their relative weights; (2) know all the policy alternatives available; (3) know all the consequences of each policy alternative; (4) calculate the ratio of achieved to sacrificed societal values for each policy alternative; (5) select the most efficient policy alternative. (Dye, 1091:32).

This is the information that would be required in order that the maximum net value be achieved. Given that the policy-maker is required to have this information the model might best be described as an "ideal" model and one that would be highly unlikely to be employed in the political environment of public education.

Incremental Model.

In critiquing the rational model, Lindblom (1959) argued that policy-makers do not review the whole range of society's value preferences and assign them weights nor did they research the costs and benefits of each policy alternative, rank order each alternative and then make the choice on all of the relative information. He argued that due to time restraints, the costs involved and the limitations of intelligence that policy-makers abandoned the rational model and adopted a more conservative process of decision-making. He called his new suggestion the incremental model.

Dye (1981:37) supports the legitimacy of the incremental model. He notes that decision-makers are more likely to use the incremental approach for a number of reasons. Not only do they not have the time, the money or the intelligence to explore all of the possible policy alternatives but they are often faced with heavy investments (sunk costs) in existing programs. He also argues that the legitimacy of existing policies is accepted because it is difficult to predict the consequences of completely new policies (Dye, 1981:37). Dye also contends that incremental changes are politically more expedient.

This model may be best described as pragmatic. People seldom search for the "one best way" but instead they end their search when they find "a way that will work " (Dye, 1981:37). In the absence of agreed-upon societal values and goals it is easier to adjust existing policies than to embark on major change.

The Public Policy Flow Model.

Simmons, Davis, Chapman and Sager (1974:459) have argued that the wide variety of policy-making models that have emerged recently are inadequate for understanding the interactive processes that are involved in public policy-making. They argue policy-making takes place in a dynamic milieu and policy will be shaped by a number of influences that are not understood by most observers and, sometimes, not even by the actors that are central to the decisions that are being made. Simmons, et al (1974:459) state

> Prior policy commitments spawn consequences which provide an impetus for change. The unanticipated consequences are never fully known to all the actors and seldom rationally assessed. Also, contributing to the dynamic of policy making are such extra systemic inputs as: intersocietal exchanges; technological developments; generational dialectics; and availability of resources.

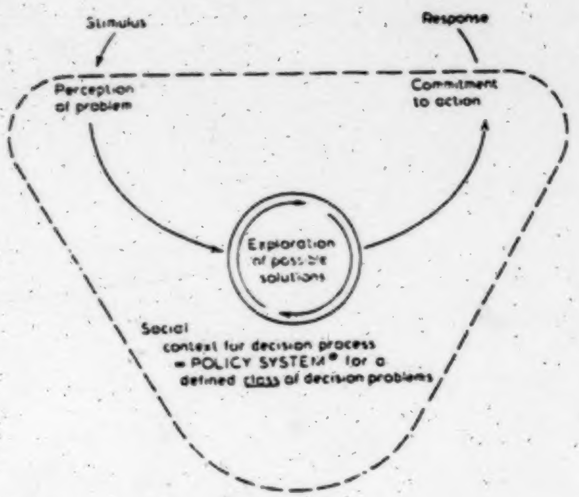
Consequently the Public Policy Flow Model was put forward by Simmons, Davis, Chapman and Sager (1974:460) in an attempt to accommodate the complex networks of social interaction and the collectivity of decisions which are essential to the process of public policy-making. Simmons et al (1974:460) described this model as having "as its primary focus the relationship of certain elements and value choices in an interactive process which blends them together to produce policy decision." They go on to identify three primary components in their model: (1) the actors and groups, (2) the policy environment, and (3) the interaction process.

The actors and groups of this model will vary their involvement in a particular policy decision depending upon their interest in that decision. The policy environment is described by the power arrangements between key persons that operate in a particular interaction network and are motivated by the availability and nature of resources (Simmons, et al, 1974:461). The interaction processes are those interactions between actors or groups that are taking place at any given moment in the process. These are specifically those interactions that provide stimuli to the emerging policy.

The Policy System as a Vehicle for Decision-Making.

This policy system model was developed by Friend, Power and Yewlett (1974) in an attempt to analyze the planning process in the area of local and regional government planning in Great Britian. It was their contention that the managerial and political responsibilities in these situations "tend to be diffused and ill-structured"(1974:23). It is their argument that in these situations, structures of authority evolve to deal with some identifiable class of decision problems . . . (1974:24).

Further to this hypothesis the set of people involved in the policy system are called actors. They have argued that to describe a complex policy system we must have an understanding of both "the internal relations between these actors and also of any external relations to these outside the boundaries of the system " (Friend, et al, 1974:27).


Stimulus
Response
Perception of problem
Commitment to action
Exploration of possible solutions
Social context for decision process = POLICY SYSTEM* for a defined class of decision problems

* To DESCRIBE a policy system it is necessary to say something about

– CLASS OF DECISION PROBLEMS within its competence	ACTION SPACE
– SET OF PEOPLE playing roles in decision process for this class of problems	ACTORS
– PATTERNS OF RELATIONS between actors (mutual accountability, membership of groups, etc.)	INTERNAL RELATIONS
– Set of RULES, POLICIES, OBJECTIVES, or PRECEDENTS acknowledged by actors as guidelines to choice within action space	POLICY GUIDELINES
– Relations to actors and systems outside this policy system	EXTERNAL RELATIONS

Figure 3

The Policy System as a Vehicle for Decision-Making

(Source: Friend, Power, and Yewlett, 1974:26)

This policy system is visually depicted in Figure 3.

Friend, Power and Yewlett differentiated between three main facets of environment in their model (1974:27). These are displayed in Figure 4. The first of these is termed the operating environment and "includes all those aspects of the environment of a policy system from which problems emerge that can be classified as falling within its recognized action space"(Friend, et al, 1974:29).

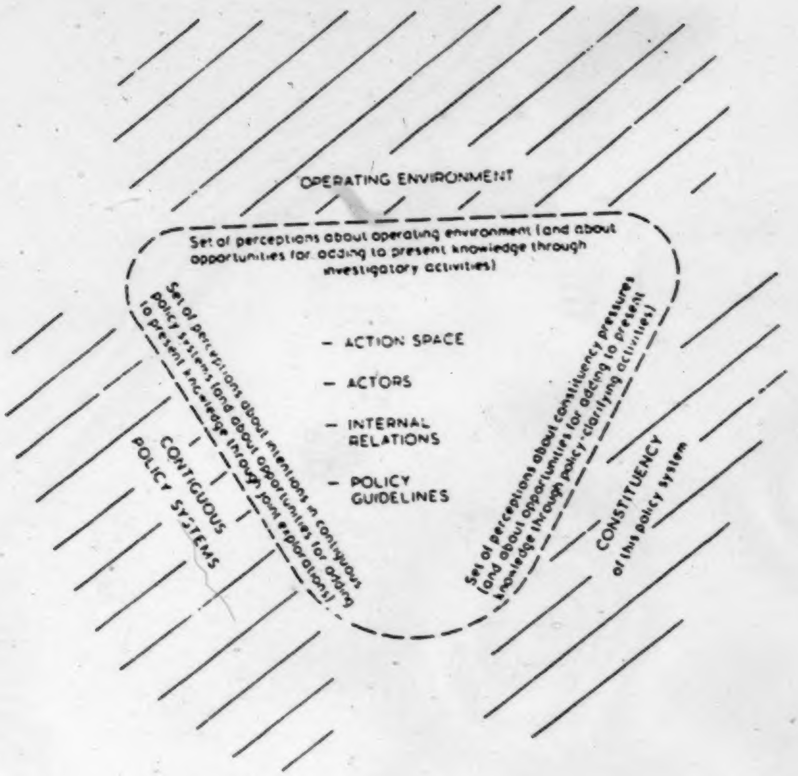

OPERATING ENVIRONMENT
Set of perceptions about operating environment (and about opportunities for adding to present knowledge through investigatory activities)
Set of perceptions about intentions in contiguous policy systems (and about opportunities for adding to present knowledge through joint explorations)
Set of perceptions about constituency pressures (and about opportunities for adding to present knowledge through policy-clarifying activities)
– ACTION SPACE
– ACTORS
– INTERNAL RELATIONS
– POLICY GUIDELINES
CONTIGUOUS POLICY SYSTEMS
CONSTITUENCY of this policy system

Figure 4

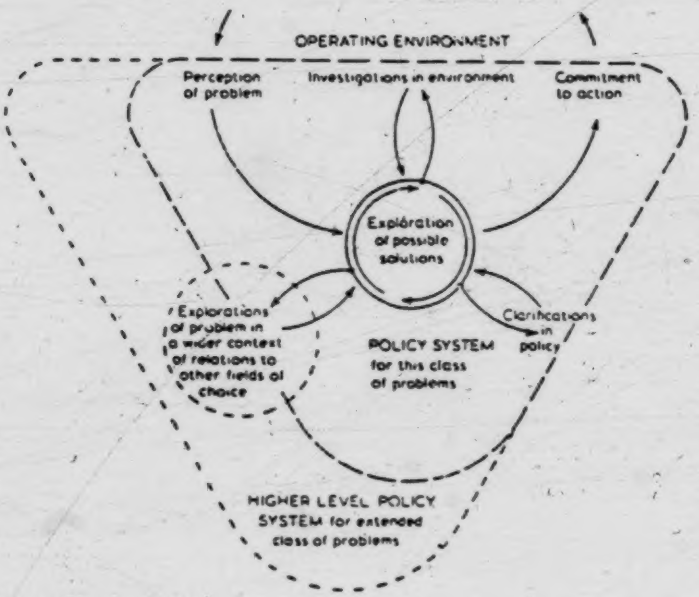
The Policy System and Its Environment

(Source: Friend, Power and Yewlett, 1974:28)

The second aspect of the environment that they identify was called the "constituencey of the policy system " (1974:29). This is the small "p" politics, in the sense of who the actors consider and how these considerations are weighted. It is the contention of these authors (Friend, Power and Yewlett, 1974:30) that all actors are affected by this facet of the environment, however, some are more affected by it than others. For example, it is likely that the recognition of these influences will be more highly "developed among elected representatives or others whose role exposes them most directly to conflicting constituencey pressures"(1974:30).

The third environmental facet identified by Friend, Power and Yewlett (1974:30) is contiguous policy systems. This is the part of the environment that "embraces any further policy systems concerned with other action spaces within which related decision problems may arise." There are other systems within the environment upon which the policy system under study must take into consideration. For example, the Board of Education of the County of Flagstaff cannot make a decision regarding the building of a school without giving consideration to the guidelines and policies of the building branch of Alberta Education (See Figure 5).

The policy system model of Friend, Power and Yewlett would seem to be a concept very much in keeping with the open systems approach. The environment becomes the central factor for the actors and that environment is defined by the actors perception of it rather than in absolute terms. The actors uncertainty about that environment and how the problem or problems are going to be solved, also has an effect on their response to it. The model centers on how the actors respond to this uncertainty and how they attempt to resolve it.


OPERATING ENVIRONMENT
Perception of problem
Investigations in environment
Commitment to action
Exploration of possible solutions
Explorations of problem in a wider context of relations to other fields of choice
Clarifications in policy
POLICY SYSTEM for this class of problems
HIGHER LEVEL POLICY SYSTEM for extended class of problems

• Exploration of a problem in a wider context sometimes takes the process into a higher level of policy system, extending the bounds of both the operating environment and the constituency, and opening up interfaces with further contiguous policy systems However, the higher level policy system may often be more 'open' in that policy guidelines are likely to be less specific when relating to more complex levels of problem.

Figure 5

Levels of Policy System

(Source: Friend, Power and Yewlett, 1974:36)

The Structure of Unstructured Decisions.

Mintzberg, Raisingham and Theoret studied 25 strategic decision processes and from this analysis they were able to suggest a basic structure which they felt underlies these "unstructured" processes. The structure that they identified was described in terms of twelve elements. There were three central phases, three sets of supporting routines, and six sets of dynamic factors. They also went on to describe the interrelationships between these twelve elements (1976:246).

It was the contention of these authors that the actors in these organizations usually enter into such decision-making processes with little understanding of exactly what the problem is or just what the solution is likely to be. They further argued that it is only by "groping through a recursive, discontinuous process involving many difficult steps and a host of dynamic factors" (1976:251) that a final choice can be reached. They argued that this was not the "decision-making under uncertainty of the textbook," but rather it is "decision-making, under ambiguity, where almost nothing is given or easily determined."

The three phases of decision-making that Mintzberg and his associates have employed in their model were as follows.

1. The Identification Phase. It was their argument that the identification phase is really in two distinctive parts. The first is the decision recognition aspect when opportunities, problems and/or crises are recognized and decision-making activity begins. Following this there is a diagnosis sub-phase in which the "management seeks to comprehend the evoking stimuli and determine cause-effect relationships for the decision situation " (1976:253).

2. The Development Phase. This phase also has sub-sections. Once the process has been set in motion the actors search for solutions to the identified problem. The first step is to search for ready made solutions. If these

are not available the actors move to the design sub-phase where they attempt to either modify ready-made solutions or to develop custom-made solutions (1976:255).

3. The Selection Phase. This is the last phase in the process, that is, the selection of a solution. The actors do, however, usually go through a number of selection sub-decisions. For example, if there are more alternatives available than can be adequately evaluated then screening takes place. In this situation the alternatives are quickly screened and either rejected immediately or stored.

A second sub-decision made under this phase involves evaluation-choice. This usually means that the actors use their judgment to select an alternative. Mintzberg and his associates found that most often the process did not end at that point. These actors then often had to enter into bargaining and analysis in order to determine which alternative would finally be employed.

Finally a third sub-decision that operated under this phase was called authorization. This comes into play when the actors who have developed or arrived at the accepted solution "do not have the authority to commit the organization to a course of actions"(1976:259). Then authority must be sought in order to complete the solution.

In addition to these three phases that Mintzberg and his associates employ in their decision-making model, they have identified three sets of supporting routines that they found were often employed. These routines work in support of the three phases that were described above. They are described as follows.

1. Decision Control Routines. When the actors are faced with a decision-making situation not only do they execute the three phases but they make some decisions about the decision-making process itself. The decision control routine is the planning of the approaches to be employed and the allocation of resources in order to make the plan work. In addition the results are monitored and the decision plan is continuously being updated. This monitoring and updating is referred to as switching (1976:261).

2. Decision Communication Routines. Communication activities are prominent at every phase of the decision-making process. The exploration routine "involves the general scanning for information and the passive review of what comes unsolicited"(1976:261). The investigation routine, on the other hand, involves the "focused search and research for special-purpose information." This routine is usually invoked during the selection routine.

The third communication routine is called dissemination. Mintzberg and his associates found that the greater the "number of persons involved or interested in the outcome of the decision, the more time the decision makers spend disseminating information about its progress" (1976:262).

3. Political Routines. Mintzberg and his associates found that "political activities are a key element in strategic decision making (1976:262)." They also found that one of these routines most often employed is bargaining routines. This refers to the bargaining that takes place between those that derive the solutions and those that have the authority to implement those solutions. As well as bargaining, persuasion and cooptation are also methods employed by actors, particularly when the issues are more contentious or the outcomes are considered very important (1976:262).

Mintzberg and his associates in their examination of 25 case studies of strategic decision-making, found that "there is not a steady, undisturbed progression from one routine to another." (1976:263) Instead, they discovered that the process was much more likely to be "dynamic, operating in an open system where it is subjected to interferences, feedback loops, dead ends, and other factors (1976:263)." In spite of the presence of these dynamic factors they are rarely addressed in the literature.

It is the contention of Mintzberg and his associates that these factors influence the strategic decision-making process. They delay it, speed it up, stop it, cause it to take a new phase or enter into a new cycle (1976:263).

Based on their research, Mintzberg and his associates have grouped these into six dynamic factors. They are:

1. Interrupts. Interruptions usually occurred when unexpected constraints were met or when unexpected new options appeared. Another source of interruptions were political impasses. When such impasses were reached the decision-making process was temporarily delayed.

2. Scheduling Delays. In this research Mintzberg, Raisinghani and Theoret (1976:264) found that managers were often faced with time constraints that forced them to factor complex decisions into a number of manageable steps. This allowed them to delay the time between steps so that they might deal with the other demands of their jobs.

3. Feedback Delays. These were delays which occurred while the decision-makers were awaiting the results of some action that was previously taken. They found that each "step in the strategic decision process involves a certain time-consuming activity; in addition, many steps require reactions"(1976:265).

4. Timing Delays and Speedups. They also found that timing was a major factor in decision-making. They found that many managers seemed to "purposely speedup or delay a decision process to take advantage of special circumstances, to await support or better conditions, to synchronize action with another activity" (1976:265). Essentially what they appeared to be doing was 'buying time' for a more opportune advantage.

5. Comprehension Cycles. Mintzberg and his associates contend that strategic decision-making is a "groping, cyclical process (1976:265)." They argue that the decision-making process does not move in a straight line but it might better be described as circular. They further argue that this is purposeful behavior, aimed at gaining a better understanding of complex issues.

6. Failure Recycles. If no acceptable solution is forthcoming the process may be blocked, or the process may be delayed until a more acceptable solution does appear. Solutions may be rejected as "having too low a payoff; they may meet constraints they cannot satisfy; they may simply not appeal to those expected to authorize them (1976:266)."

Mintzberg and his associates then went on to employ these phases, routines and factors in the development of a decision process model which seemed to deal with each of the 25 decisions that they had examined in their research.

Their model is presented in Figure 6. The main horizontal line that runs through the model represents the "two routines that must be a part of any decision process." (1976:266) These minimum routines are the recognition of the situation and the evaluation/choice of a solution.

The first two boxes represent the identification phase. The first box representing recognition of the problem while the second box represents the diagnosis sub-phase where the actors seek a better understanding of

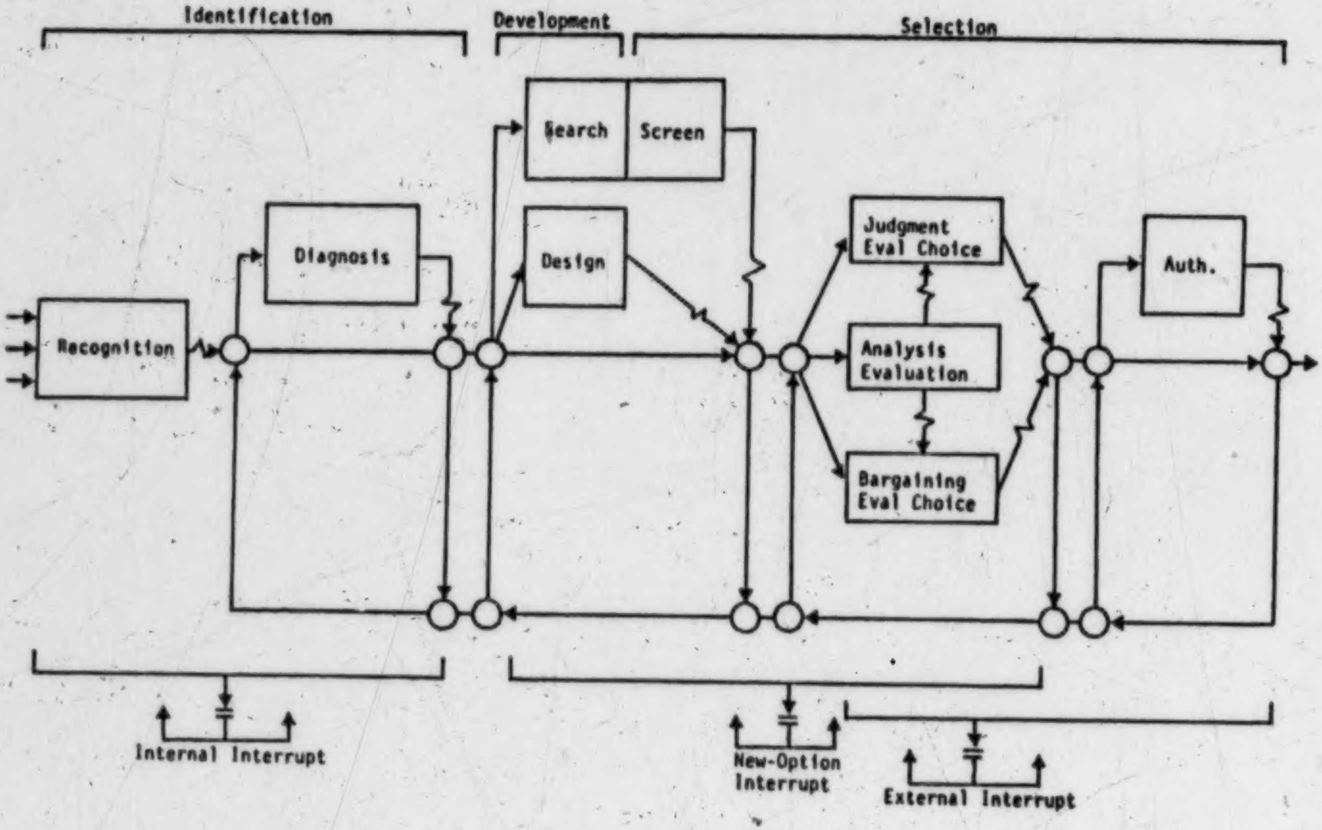

Identification
Development
Selection
Recognition
Diagnosis
Search
Screen
Design
Judgment Eval Choice
Analysis Evaluation
Bargaining Eval Choice
Auth.
Internal Interrupt
New-Option Interrupt
External Interrupt

Figure 6

A General Model of the Strategic Decision Process

(After Mintzberg, Raisinghani, and Theoret, 1976:266) the problem and seek to determine the cause and effect relationships that are at work.

The second major step in this model is represented by the developmental activities. This phase includes two sub-sections. The first is the search for already existing solutions. If these ready made solutions cannot be found then the actors must move to a design sub-phase where they either re-design the existing solutions in order to make them fit the problem or, in the case where this is not feasible, custom made solutions are designed.

The final phase is the selection of the solution. In a situation where the search strategies turn up more possible solutions than can be economically evaluated then a screening takes place. Once this screening has taken place the alternatives move through the system to the evaluation sub-phase. Here the actors either use their judgment to select an alternative or a more detailed analysis or a system of bargaining was employed in order to determine the final solution.

The actors in the process may or may not have the authority to implement the solution. In order to commit the organization to a course of action it may be necessary to seek final authority from someone higher in position.

Within this model there are a number of factors that may be employed. These have been previously described and may come into play at any stage within the model.

ORGANIZATIONAL THEORY

In the review of the literature for this proposal no single definition of a school board as an organization was found that would be comprehensive enough to provide a complete description of its operation. In order to gain this kind of understanding it is necessary to find a theory or model which would be sufficiently broad to incorporate all of the variables. The only models that would seem to be able to make that claim to be all inclusive are those of the systems theorists.

This review will, through the investigation of system theory, attempt to identify a model which will provide an explanation of all aspects of the organization of a school board.

General Systems Theory.

The goal of system theorists is to arrive at an all inclusive model that will serve both scientists and practitioners in linking disciplines together. At this point no such system has been discovered although many theorists have attempted to unify the findings of the different sciences. Immegart and Pilecki (1973:29) wrote that "there are; however, a number of closely related, more or less complete, rigorous, and empirically verifiable theories or sets of concepts emanating largely from Von Bertalanffy's conception of general systems theory."

From the literature it can be seen that the concept of a system is extremely broad. This is to be expected since general systems theory attempts to be all inclusive. It has been defined as simply a set of objectives and their relationships. According to Immegart and Pilecki (1973:30) a system is "an entity composed of (1) a number of parts, (2) the relationships of these parts, and (3) the attributes of both the parts and the relationships." From this definition it is obvious that a school board and its component parts can be defined as a system.

Open Systems vs Closed Systems.

General systems may be subdivided into two types; these are the closed systems and the open systems. The closed system model emphasized the organization as an instrument that is "designed for the pursuit of clearly specified goals, and thus directing organizational arrangements and decisions toward goal achievement and toward making the organization more and more rational in the pursuit of its goals"(Hall, 1972:49). The open system model, on the other hand, "views organizations as not only concerned with goals, but also responding to external and internal pressures"(Hall, 1972:49). Two of the major distinctions then, are the amount of interaction that an organization has with its environment and the limited perspective, that is the rational pursuit of goals, that the organization holds. Immegard and Pilecki, (1973:31) have described closed systems as "self-contained" and as having no exchange with their environment. Thompson noted that the closed system perspective emphasized the rational model of an organization which results "in everything being functional . . ." (cited in Hall, 1972:51), with all resources being appropriate and their allocation filling a master plan and all actions being appropriate actions with predictable outcomes (Hall, 1972:51). Katz and Kahn stressed that open systems differ from closed systems in that attention is often directed toward "problems of relationships, of structure, and of interdependence rather than the constant attributes of objects" (cited in Steers, 1977:10).

To prove that an organization is a closed system or an open system may or may not be as simple a matter as would appear from these definitions. No organization is likely to either completely fit the closed system model or to completely fit the open system model. It is more likely that an organization would display characteristics of each. For this reason it may be more accurate to think of these models as forming a continuum rather than being diametric opposites.

It is the contention of this author that school boards better fit the characteristics, and therefore, the definition of the open systems model than they do the closed systems model. In other words, most school boards would lie closer to the open systems end than the closed systems end of this continuum. Based on this assumption the remainder of this section of the paper will deal with the characteristics of the open systems model and the assertion that they apply to the school board as an organization.

The open system is not a complicated concept. It is Steers' contention that it is composed of "three basic components: inputs, throughputs, and outputs" (1977:10). He further elaborates on these components by explaining that

> . . . inputs represent all the factors that are invested in an organization by the external environment. Such inputs may include money, new employees, raw materials, new machines, and so forth. These inputs are then transformed (that is, acted upon) in the throughput stage into a variety of outputs that are returned to the environment (such as finished products, profits or return on investment, retiring or terminating employees, and so on).

Thus the important role that the environment plays and its continual interaction with the system becomes apparent. Steers offered a graphic representation of the relationships of these components and their environmental interactions. This is given in Figure 7 (1977:11).

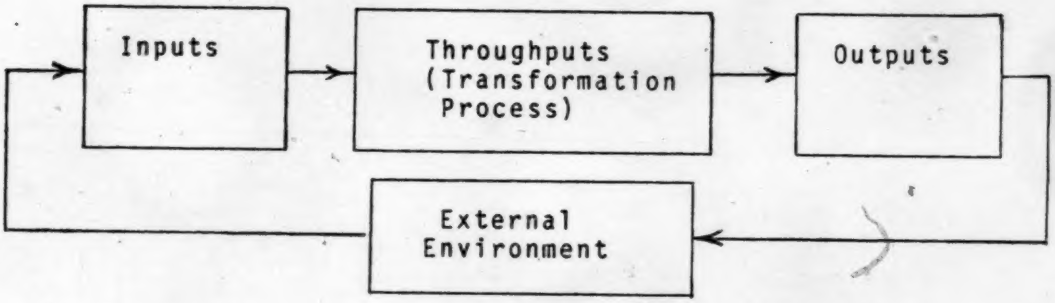


Figure 7

A Basic Paradigm for an Open System

The understanding of the open system model has been developed more fully through the work of Katz and Kahn.

They have suggested nine properties or characteristics which are common to all open systems (cited in Hall, 1972:57).

1. The importation of energy. New supplies of energy are brought into the organization in the form of people and materials. This energy is supplied by other organizations or the general environment.

2. The throughput. This is simply the work that is done in the system (organization). The input is altered in some way as materials are processed or people are served.

3. The output. Whatever emerges from an organization is utilized, consumed, rejected, etc. by the environment.

4. Systems as cycles of events. Products sent into the environment are the basis for the source of energy for the repeating of the event . . . the importation of new energy into the organization triggers a new cycle. Each cycle may be composed of subsystems or may be part of a larger system. At the same time, the cycles themselves are affected by changes in the total system.

5. Negative entrophy. Organizations attempt to import more energy than they expend. Energy can be stockpiled to avoid the condition of using more energy than is imported. (The latter situation leads to organizational dealth.)

6. Information input, negative feedback, and the coding process. The information coming into an organization is coded and selected so that the organization is not inundated with more than it requires. Information provides signals from the environment, and negative feedback indicates deviations from what the environment desires. It is a control mechanism.

7. The steady state and dynamic homostasis. Systems tend to maintain their basic character, attempting to control threatening external factors. As growth and expansion occur, basic system characteristics tend to remain constant. Under extreme growth or

expansion, a new character may develop that will serve as a new homeostatic basis.

8. Differentiation. There is a tendency toward elaboration of roles and specialization of function.

9. Equifinality. Multiple means to the same ends exist within organizations. As knowledge increases, the number of relevant means may be reduced, but there will still be more than one way to accomplish objectives.

The importance of this work of Katz and Kahn is the insights that these factors offer both internal and external to the understanding of influences on an organization. From this list we are able to see the interrelationships that exist between and among the characteristics of an organization. As Steers (1977:12) pointed out, "Not only are components related to and affected by other system components, but in addition the precise nature of such relationships can be expected to change over time in response to environmental changes."

Open Systems and Political Organizations.

Almond and Powell (1966:17) have employed the systems theory in their study of political organizations. In doing so they have identified a comprehensive model that is useful in the understanding of how political organizations operate.

Almond and Powell (1966:25) have examined political organizations through the concept of relationship between interdependent parts. They have included such things as boundaries, classes of system and subsystems, as well as, the role of each of these systems and subsystems. They have classified interactions in terms of inputs, conversion processes and outputs. The dynamic quality of the political system is recognized by the concept of the function of recruitment and the concepts of role and structural differentiation. The fact that political systems vary, change and develop has been accepted by Almond and Powell. They have explained that such change and development is due in part to the impact of political culture.

For the purpose of this research the use of Almond and Powell's approach to the understanding of political organizations will be restricted to the process portion of this model. That is, the input processes, the conversion processes and the output processes. Figure 8 is the author's attempt to summarize Almond and Powell's description of these processes.

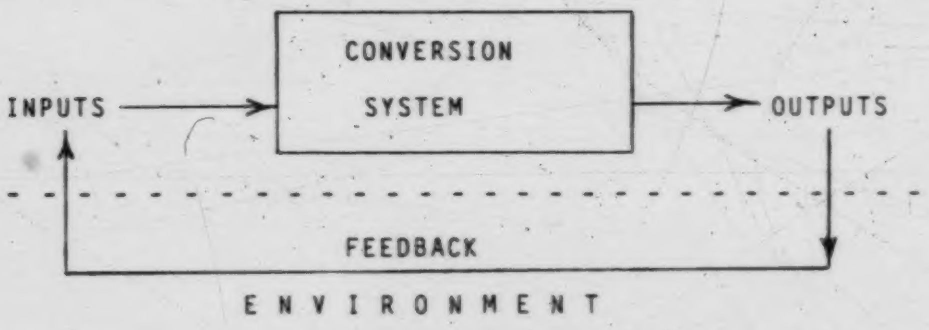


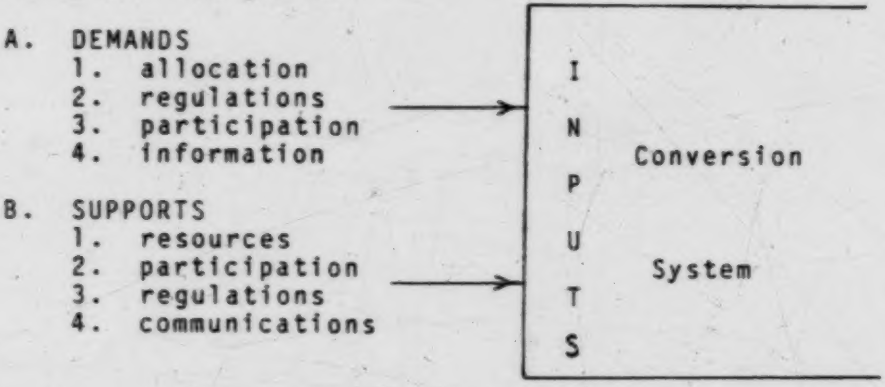
Figure 8

Almond and Powell's Political System Model

Inputs.

As indicated in Figure 9, Almond and Powell's analysis of the political system starts from the point of inputs. They have classified inputs as being either a "demand" or a "support". The authors (1966:25) have generalized that

> . . . demands affect the policies of goals or the system, while support such as goods and services, obedience, and deference, provide the resources which enable a political system to extract, regulate, and distribute -- in other words, to carry out its goals.



A. DEMANDS
   1. allocation
   2. regulations
   3. participation
   4. information

B. SUPPORTS
   1. resources
   2. participation
   3. regulations
   4. communications

Figure 9

Inputs System Summarized

These demands and supports are generated from both within and without the boundaries of the political system that is being addressed. A more detailed summary of these demands and supports are taken from Almond and Powell (1966:26).

A. Demand subcategories classification:

> (1) demands for allocation of goods and services, such as demands for wage and hour laws, educational opportunities, recreational facilities, roads and transportation;
> (2) demands for the regulation of behaviour, such as provisions for public safety, controls over marks, and rules

pertaining to marriage, health and sanitation;

(3) demands for participation in the political system -- for the right to vote, to hold office, to petition government bodies and officials, and to organize political associations;

(4) demands for communication and information, such as demands for the affirmation of norms, the communication of policy . . .

B. Support subcategories classification:

(1) material supports, such as payment of taxes or other levies, and the provision of services such as labor on public works or military service;

(2) obedience to law and regulations;

(3) participatory supports, such as voting, political discussions, and other forms of political activity;

(4) attention paid to governmental communication, and the manifestation of deterence or respect to public authority, symbols and ceremonials.

These classifications illustrate the range and the variety of demands and supports that are made upon a political system. In order to process these inputs support must be received from other social systems and from individuals acting in the political system (1966:26). These two combine to form the required inputs into the model.

Conversion system.

The second process mechanism is internal to the system. This is the conversion system as displayed in Figure 10. In a political organization these conversion processes or functions, are the means that systems employ to transform inputs into outputs. It is the contention of Almond and Powell (1966:29) that political systems may be analyzed and compared through the use of a sixfold functional scheme.

In the process of interest articulation Almond and Powell (1966:56) make the distinction between elite interest groups and the masses. Elite interest groups are groups that have channels of access directly to the decision-makers and "continued articulation of its interests by an involved member of the decision-making structure" (1966:83). Such groups may hold great influence on decision-makers and, consequently, have a disproportionate representation of their particular point of view.

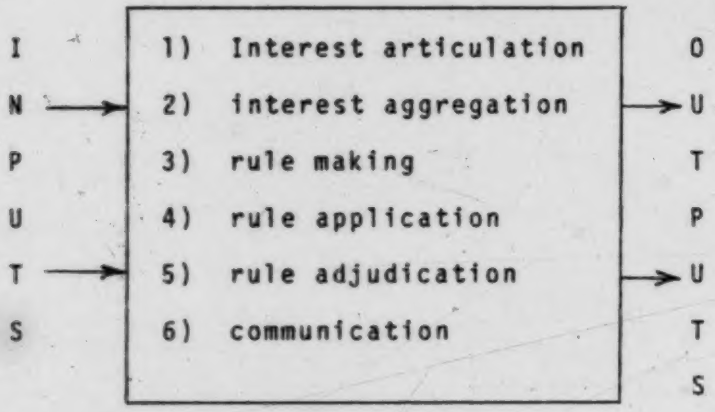

INPUTS
1) Interest articulation
2) interest aggregation
3) rule making
4) rule application
5) rule adjudication
6) communication
OUTPUTS

Figure 10

Conversion System Summarized

It is Almond and Powell's contention (1966:29) that we need to look at ways in which

(1) demands are formulated (interest articulation):
(2) demands are combined in the form on alternative courses of action (interest aggregation):

(3) authoritative rules are formulated (rules making):
(4) these rules are applied and enforced (rule application):
(5) these applications of rules are adjudicated in individual cases (rule adjudication): and
(6) these various activities are communicated both within the political system, and between the political system and its environment (communication).

In the political system these conversion processes refer to the ways in which inputs are transformed into decisions and are implemented.

Outputs.

There are four classes of transactions that are outcomes of a political system. These transactions are referred to in Figure 11 and are identified as outputs. It is the suggestion of Almond and Powell (1966:27) that these ouputs usually correspond closely to the supports that have previously been identified. They further argue that these outputs "may or may not be responsive to demands, depending on the kind of political system which is involved."

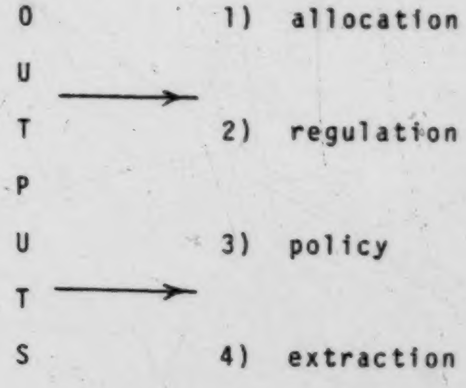


Figure 11

Outputs System Summarized

Almond and Powell's (1966:27) classification of output subcategories are identified as:

> (1) extractions, which may take the form of tribute, booty, taxes, or personal services;
> (2) regulations of behaviour, which may take a variety of forms and effect the whole gamut of human behaviour and relations;
> (3) allocations or distribution of goods and services, opportunities, honors, statuses, and the like;
> (4) symbolic outputs, including affirmations of values, displays of political symbols, statements of policies and intents.

These outputs are simply, the consequences of the performance of the political organization.

A more comprehensive summary of Almond and Powell's political systems model is detailed in Figure 12.

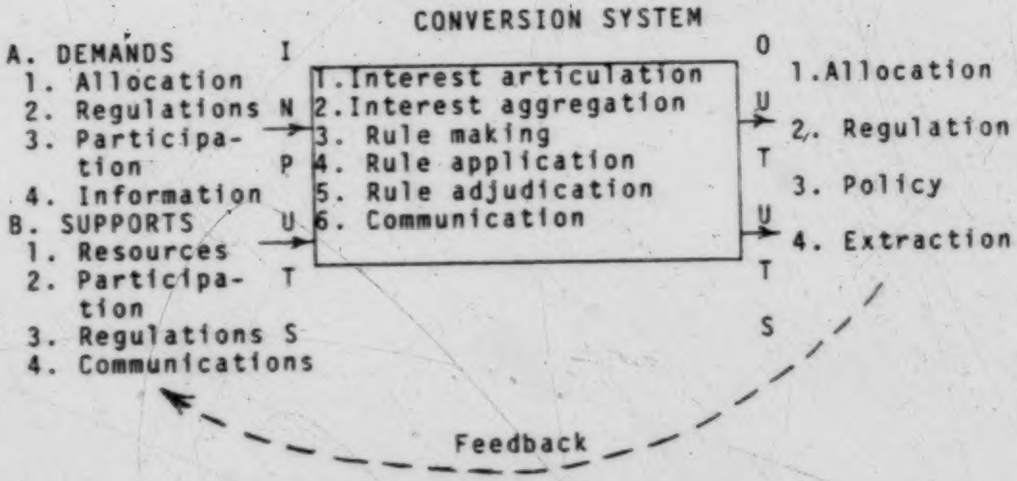

CONVERSION SYSTEM
A. DEMANDS
1. Allocation
2. Regulations
3. Participation
4. Information
B. SUPPORTS
1. Resources
2. Participation
3. Regulations
4. Communications
INPUTS
1. Interest articulation
2. Interest aggregation
3. Rule making
4. Rule application
5. Rule adjudication
6. Communication
OUTPUTS
1. Allocation
2. Regulation
3. Policy
4. Extraction
Feedback

Figure 12

Almond and Powell's Political Systems Model

Taylor's Case Study.

Taylor (1980) employed a combination of these models in his analysis of a case study in policy-making at the University of Calgary. In keeping with open systems theory he began by identifying the significant components of the policy-making system and the system's environment. Once this had been done he went on to document the interactions between the components.

Taylor (1980:61-81) using the open systems literature in general and, more specifically, the work of Simmons et al, (1974:461), developed a conceptual model for his study of policy-making in a university setting. He took the three major components of a policy-making system suggested by Simmons and added the two additional components of issues and outcomes. It is Simmons' contention that every policy-making system has the following components: processes, actors, and environment. They went on to state that in order to "analyze and understand a system, the main components in each of these categories must be identified and described along with the interactions or linkages among the components"(Simons et al, cited in Taylor, 1980:62). Consequently, the model employed by Taylor in his study of a policy-making system, had five major components. These were environment, process, actors, issues and outcomes.

1. Environment. In very general terms the environment includes "All actors, processes, and information outside the focal policy-making system that have an impact on the initiation, development, and outcomes of the system"(Taylor, 1980:63). This is very global in definition, consistent with open systems literature but not specific enough to be of value to this kind of study.

To be more appropriate the environment, for the purposes of this kind of research, should be thought of as identifiable interest groups. These groups might be highly organized or they may consist of a number of largely independent individuals with common goals or opinions. When issues are considered important to the group they will attempt to influence the policy-making system (Taylor, 1980:63).

2. Process. It is Simmons and his associates (1974:461) contention that the policy-making process consists of a number of events which linked together over a period of time. He further added that the nature of each of these events was determined by the preceding events as well as environmental influences.

By virtue of the fact that each event is influenced by the preceding event a "casual chain" is established. This, in essence, is the process of the policy-making system.

3. Actors. This term refers to each participant or group of participants who have had influence on the policy-making system. To appreciate each actor's role in the system it is necessary to determine the basis for their involvement and the strategies that they employed (Taylor, 1980:72). It is also essential to obtain each actor's perception of events and their goals that govern their participation.

It is important to determine each actor's membership in constituent or interest groups. These memberships will provide insights into the linkages that exist and networks of power relationships and will help to determine those actors who dominate the policy-making process.

4. Issues. Taylor (1980:75) uses Mintzberg's explanation of issues. According to Mintzberg, et al (1976:251), issues may be classified by the nature of the environmental stimuli that evoked them. These are: (1) opportunities, where the possibility exists to improve an already secure position; (2) crises, where intense pressure is being exerted on the organization; and (3) problems, where the pressure is milder than crises. It should also be pointed out that an issue may move from one category to another over a period of time and that one actor or a group of actors may well perceive an issue to be in a different category than would a second actor or group of actors.

There may be a number of issues within the main policy-making system. For example, the amount of government money available for the upgrading of older school buildings could well influence decisions on attendance boundaries. The relationship of these issues will be explored on attendance boundaries. The relationship of these issues will be explored and documented.

The relationship between the issues and the actors needs to be understood. Actors will undoubtedly associate themselves more closely with an issue if they perceive that the issue will affect them directly. As Taylor (1980:75) points out "if the issue is related to the individual's power, prestige, or working conditions he is likely to be more concerned with the outcome of the system and make more efforts to influence decision." He goes on to point out that when examining these issues, the researcher will find that individuals will perceive them from different perspectives and will form different conclusions. He says "the extent of the difference in these cases will be an important factor in developing an understanding of a system's operation"(Taylor, 1980:76).

5. Outcomes. The outcomes of a policy-making system are the policy statements that develop from the system and are authorized for action from within the system. Taylor's work did not go beyond this step in policy development. The actions that were generated from policy statements or the manner of their implementation was not considered in his research.

His model did however, concern itself with the relationships between the outcomes and two other components of the system. The first was the logicalness of the relationships between the outcomes and the issues. Did the outcomes logically grow from the issues as they were identified? Did the actors believe that these policies will resolve the issues? Did their implementation lead to other significant problems (Taylor, 1980:76)?

The second component that was related to outcomes were the actors. Were the policies generated related to the interest of only one actor or group of actors or did the policies show no link to any particular interests in the system or its environment (Taylor, 1980:76)?

SUMMARY

The literature reviewed in this chapter was drawn from two fields of study. The first included several models or those portions of models that dealt with the policy-making process. The second field of study examined the literature related to policy-making in educational settings. Included in this was a review of the open systems theory.

No one model of policy-making was felt to be adequate, or to accurately reflect all of the considerations in the policy-making process found in a rural Alberta county. What this author developed, based on the review of the literature, was a conceptual model designed for this particular environmental situation. The conceptual model which has been developed from this review will be described in detail in Chapter 3.

CHAPTER 3

THE STUDY DESIGN AND THE CONCEPTUAL MODEL

The primary object of this chapter is to present the methodology to be employed in the study. A rationale for choice is also given, as well as a description of the conceptual model which guided the collection and the analysis of the data.

The case study methodology is described as well as the strengths and weaknesses that have been ascribed to this kind of research. This section also explains the steps that have been taken to ensure that the findings are valid and reliable. An overview is provided to show the plan as to how the data were gathered and analysed.

The underlying assumptions upon which the conceptual model was based are also outlined in this chapter.

METHODOLOGY

As previously indicated the case study was the metholological approach used in this research. Much has been written both about the strengths and weakness of this approach.

The strengths or advantages of the case study have been summarized by Stone (1978:137) as

(a) The full complexity of the unit under study can be taken into consideration.

(b) Data collection is flexible.

(c) The case study is a useful vehicle for the generation of hypotheses and insights.

(d) Data are collected in natural settings; and

(e) Case studies are generally less expensive research strategies than others.

On the other hand, when researchers criticize the case study approach (Campbell and Stanley, 1963), it usually relates to the lack of validity, both external and internal. Guba (1981:6), however, argues that there are a number of safeguards that may be taken by the researcher to enhance the case study methodology. Using Guba (1981) as a guide the methods that were employed by this study in an attempt to deal with these concerns are as follows.

Credibility (internal validity).

(a) A comprehensive journal was retained. Each initial interview was recorded in depth, as well as all observations that were made. This journal also contained any reflections and/or wrestling with the sorting of relevant from irrelevant data.

(b) The superintendent of schools for the county was used as a check of insights and questions at appropriate times during the data gathering and the data analysis. Other members of the Board of Education for the County of

Flagstaff were also used for periodic checks during this time.

(c) In an attempt to provide what Guba (1981) refers to as "triangulation", that is, the gathering of data from different sources and checking upon their agreement, several cross-checks were made during the data gathering. The initial phase of data gathering was a document search. When all of the documents pertaining to the case study had been gathered they were then assembled in chronological order and a summary was made. After that had been done then the interviews began. Information provided from the interviews was only used if it could be verified from two sources. The information from the documents was also checked for "fit" with these interviews.

(d) An 'event path' was established and an 'archive of data' was maintained for each event. Any findings or interpretations was then tested against these archives.

(e) After the data gathering was completed an attempt was made to establish structural coherence. That is, every datum and interpretation was tested against all other data to make certain that there was no internal conflicts or contraindications.

(f) The 'finished' draft of the case study was then submitted to the superintendent and to those who had been identified as actors for their opinion on the accuracy before the report was finalized.

Transferability (external validity).

(a) The study was not concerned with representative sampling, but the sampling process was governed by emergent insights about what was important and relevant. The intent was to maximize the range of information which was uncovered.

(b) An attempt was made to collect "thick" descriptive data. In other words, the necessary information would be provided so that a comparison of this context to other contexts might be possible.

Dependability (reliability).

(a) Information gained from the interviews was used only if it was verified from two or more actors.

(b) Information checks were made with the superintendent of schools and those who had been identified as actors in the study.

(c) An "audit trail" was established. This made it possible for an external auditor to examine the processes whereby data were collected and analyzed, and interpretations were made. The audit trail took the form of documentation (e.g. the actual interview notes taken) and a running account of the process (in the form of daily journals).

Confirmability (objectivity).

(a) Again, documentation of "triangulation" was maintained through the daily journal.

(b) Underlying assumptions which lead to the formulation of questions or interpretations were maintained through intentionally revealing these to the actors, a method referred to by Guba (1981:6) as practicing reflexivity. Feedback was then solicited. These introspections on the part of the researcher were also recorded in the journal on a daily basis.

(c) The audit trail also contained the necessary documentation so that it was possible to certify that data existed in support of every interpretation and that these interpretations had been made in ways consistent with the available data.

THE CONCEPTUAL MODEL

From the review of the literature of political sciences and organizational theory, a number of models purporting to describe the policy-making process and the political system of organizations were identified. None of these models, however, appeared to be sufficiently comprehensive to adequately deal with the policy-making process employed by a county school board in rural Alberta. Generally speaking the policy sciences models would appear to stress the internal rationalization that takes place and the strategies employed in reaching a policy statement. None of these reviewed appeared to place the emphasis on the influences of the external environment as the organizational theorists have done. On the other hand, even Almond and Powell, two of the more comprehensive organizational theorists, have not addressed the internal strategies and factors that Mintzberg has identified.

Taylor felt that it was necessary to combine several of these theorists models in order to analyze the process used in policy development at the University of Calgary. The basis for Taylor's work lies in the model developed by Simons and his associates. Taylor took this model and added two additional categories, issues and outcomes. His model is graphically represented in Figure 13.

There were several concerns in applying Taylor's model to the policy-making process of the county school board. The first problem was that the university policy-making system is viewed by Taylor as a more closed system than would be the policy-making system of a county school board.

Secondly, Taylor has, by definition, excluded those actors who are central to the policy-making system from the environment. For the purposes of this case study two environments were identified. The first was the external environment and the second was the internal environment.

The third problem with Taylor's model was the lack of refinement that he had employed in several of his categories. For example, his model allows for no subdivision of the issues category. The model put forward by Almond and Powell subdivides issues or inputs into four demands and four outputs.

These differences were dealt with by combining the Almond and Powell model with the work of Simmons, et al,

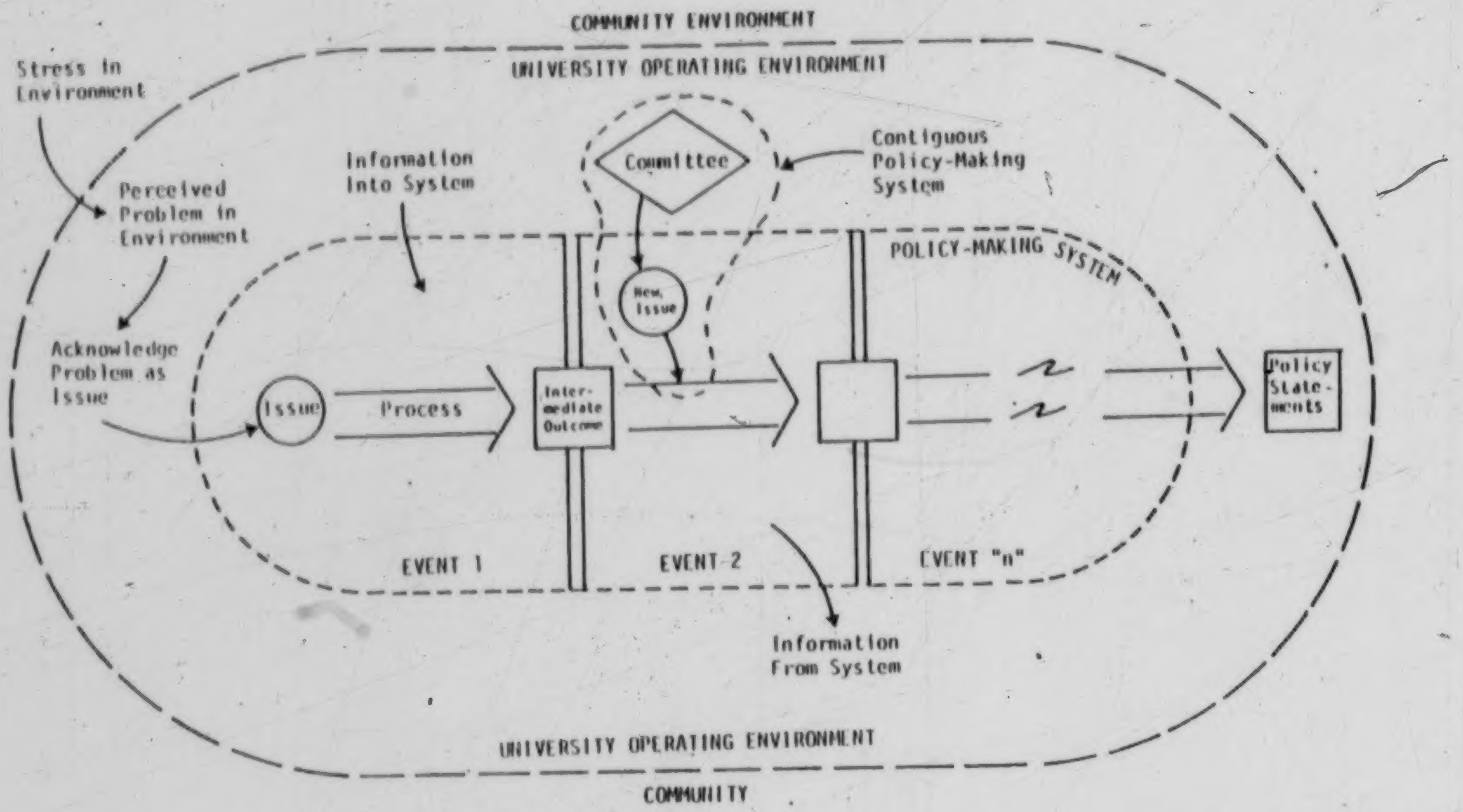

COMMUNITY ENVIRONMENT
UNIVERSITY OPERATING ENVIRONMENT
Stress in Environment
Perceived Problem in Environment
Acknowledge Problem as Issue
Information Into System
Committee
Contiguous Policy-Making System
POLICY-MAKING SYSTEM
New Issue
Issue
Process
Inter-mediate Outcome
Policy State-ments
EVENT 1
EVENT-2
EVENT "n"
Information From System
UNIVERSITY OPERATING ENVIRONMENT
COMMUNITY

Figure 13

A Policy-Making System: Focus on Process
Process Model Employed by Taylor in his Case Study

and Mintzberg and his associates. Almond and Powell provide the political sophistication, while Mintzberg's model addresses strategies and factors of the process. Simmons and his associates provide the concepts and terminology required. This combined model is graphically illustrated in Figure 14.

This model deals in the same five categories as does the Taylor model (Taylor, 1980:61-77). It does, however, subdivide these categories in a number of different components. When these five categories were examined in relation to the political organization of a county school board that was involved in a policy-making process then they can be described as follows.

Environment.

As previously described for the purpose of this study, the environment was broken into two parts, the external environment and the internal environment. The external environment includes all actors, processes, and information outside the boundaries of the school jurisdiction that had an impact on the initiation, development, and outcomes of the policy-making process.

The internal environment includes those actors who reside within the boundaries of the school jurisdiction. This includes the members of the Board of Education who had the final authority in determining the policy outcomes as well as those members of the eight communities in the County and Board employees who attempted to influence the

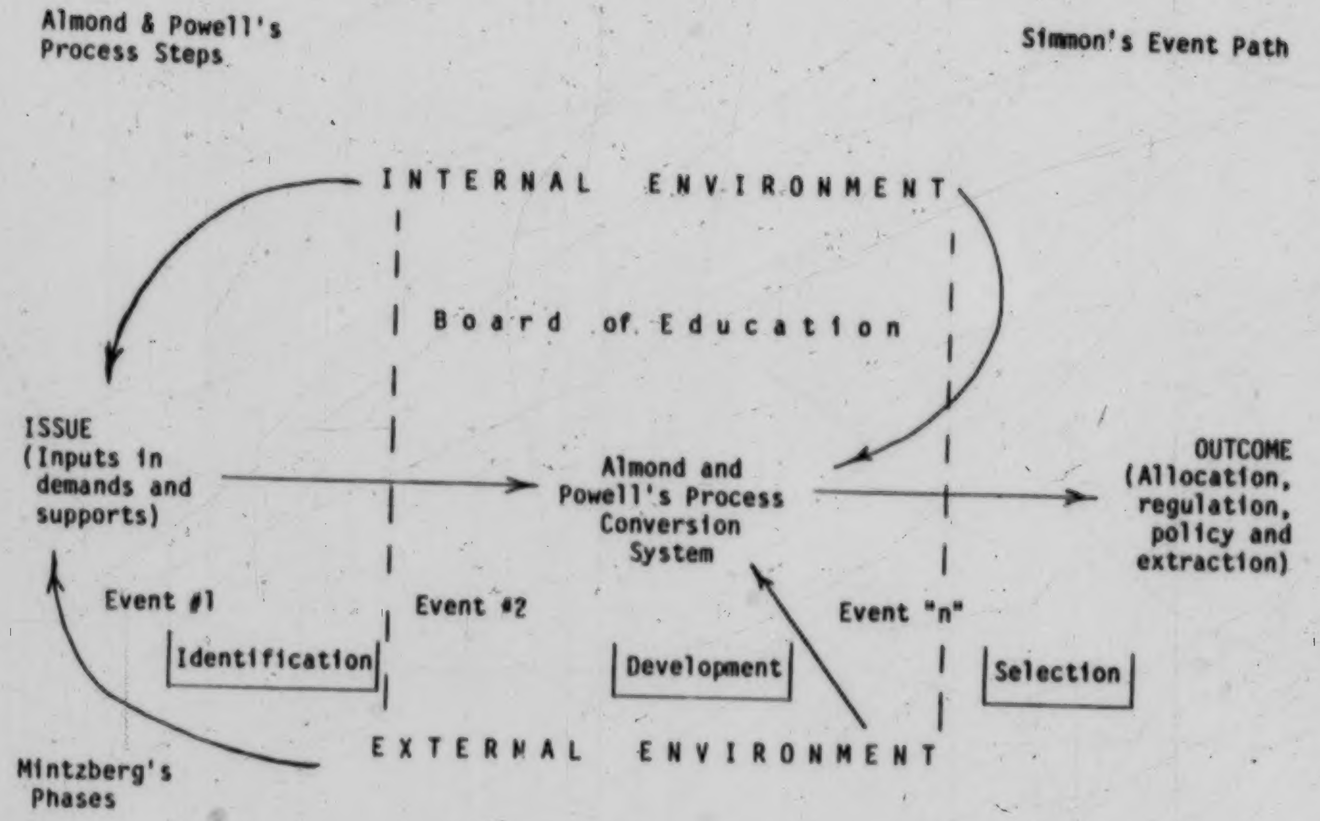

Almond & Powell's
Process Steps
Simmon's Event Path
INTERNAL ENVIRONMENT
Board of Education
ISSUE
(Inputs in
demands and
supports)
Almond and
Powell's Process
Conversion
System
OUTCOME
(Allocation,
regulation,
policy and
extraction)
Event #1
Event #2
Event "n"
Identification
Development
Selection
EXTERNAL ENVIRONMENT
Mintzberg's
Phases

Figure 14

The New Model
based on Almond and Powell and Simmons, et al., and Mintzberg, et al.

outcome of the policy-making process.

It was necessary to describe each component of the environment in sufficient detail in order that its impact on the system was fully understood. It was also important that the channels through which information was communicated be identified and described in detail.

The Actors.

The objective was to understand, as clearly as possible, the role of each participant in the policy-making system. In order to accomplish this it was necessary to determine the basis for their involvement, the nature of their involvement, their perceptions of the issues and possible solutions. It was also necessary to attempt to determine the phases, strategies, and factors that they had employed and identified as well as the amount of power or influence of each actor as perceived by himself and other.

It was also important to be able to determine linkages among actors in the system, if the system was to be completely understood. For this reason it was important to identify membership within constituency or interest groups.

The Issues.

There are always issues with organizations which require a policy solution. The difference here was that this issue had been formally identified by someone or some group that had the authority to call for the development of a policy statement. The origins of the issues that invoked the policy-making system had to be identified along with any interrelationships that existed between issues that had been identified in the policy-making system. For example, the amount of money available from Alberta Education under the Building Quality Restoration Program undoubtedly would influence the issue of whether to restore and retain older schools or whether to close them and bus the students to another centre.

There were also strong relationships between actors and issues, particularly when the actors perceive that the issue effected them directly. As Taylor pointed out (1980:75) "If the issue is related to the individual's power, prestige, or working conditions he is likely to be more concerned with the outcomes . . . ." This means that the actor is more likely to attempt to influence related decisions.

The Process.

Based on his work at the University of Calgary, it is Taylor's argument (1980:71) that the policy-making process "consists of a number of events, linked together over time, with the nature of each being determined by preceding events and by outputs from the environment."

Almond and Powell identify the process as having three major components (See Figure 8). These are inputs, the conversion system and outputs. Each of these three components are further broken into a number of sub-components (See Figures 9, 10 and 11).

Consequently the analaysis of the policy-making system included an examination of individual events in order to develop an understanding of how each contributed to the process. Each event was viewed as a subsystem of the larger process.

The Outcomes.

The outcomes or outputs of the policy-making system were the policy statements which were a development of the policy-making process that was under review. This conceptual model was not concerned with policy implementation and was, therefore, not concerned with events beyond the development of policy statements.

The model was, however, concerned with the relationship between the outcomes and the issues. Therefore, the question was pursued as to whether policy statements that were the outcome of the policy-making system under review were a logical outgrowth of the issues previously identified.

Secondly, the question was raised as to whether there was a relationship between the outcomes and the actors. That is, did the actors perceive that there was justice between the outcomes and the issues or did they feel that policy statements favor one actor or group of actors.

Schematic Representation of the Conceptual Model

The conceptual model is displayed in Figure 14. This figure is an attempt to combine and display the work of

Almond and Powell and that of Simmons, et al, and Mintzberg and his associates. It is, of course, extremely difficult to display the dynamic qualities of the actual policy-making system. However, the model does attempt to show how the issues are related and the way in which the environmental influences and the actors impact on the process.

Data Collection and Analysis

The system employed for data collection and analysis by Taylor (1980) in his work on the policy-making process at the University of Calgary provided the base for the data collection and analysis of this case study. The system did deviate, however, to meet significant changes which were incorporated into this case study. The first was the addition of an internal environment when analyzing the data. Second was the consideration of Mintzberg's phases, strategies and factors when analyzing the actions of individual actors or groups of actors. The third deviation was the additional measures that were employed to insure the increased credibility of the study. These measures were addressed under the heading of "methodology" earlier in this proposal.

The first step in the data collection was the collection of "paper documents" related to the case study. These were such documents as minutes from board of education meetings, committee meetings, letters and memos from actors, as well as any related reports. Based on this information, a chronology of the case study was prepared and a preliminary list of the actors was compiled.

This preliminary list of actors provided a guide for the second phase of data collection. This phase consisted of extensive interviews with those actors. The interviews were loosely structured (See Interview Guide in Appendix B). Topics were raised, however, respondents were enouraged to talk about the policy-making process in general and were not directed beyond the use of topics and issues presented by the interviewer. These interviews were recorded and analyzed in accordance with the conceptual model used for the study.

As was the plan of study, extensive notes were made on each of these interviews and the contents of the interview were sorted in accordance with the classification system that was established in the conceptual model.

SUMMARY

This chapter has provided an overview of the research methodology and the essential elements of the conceptual model that were employed in this study. The conceptual model also provided a framework for the analysis of the contextual setting and for the analysis of the major events in the policy-making process.

The Case study methodology that is described has been developed primarily by using the work of Guba (1981). The strengths and weaknesses of this approach have been outlined, as well as the steps that were taken to insure maximum validity and reliability of the analysis. An overview has been provided as to how the data was to be gathered as well as to how it was to be analyzed.

The conceptual model also provides a framework for the next three chapters. The fourth chapter will describe the contextual setting of the case study. The fifth chapter will put forward the major events of the case and present the detailed analysis of the data. The sixth chapter will attempt to summarize the findings of the research.

CHAPTER 4

INTRODUCTION TO THE CASE

This chapter has two major objectives. The first is to provide the contextual setting of the case study. That is to provide a description of the environmental conditions that existed in the County prior to the initiation of the policy-making process. The environmental stresses that invoked the policy-making process are also identified and isolated.

The second objective for this chapter is to identify the major events that occurred in this case. Once these events have been identified an overview of each is provided and they are classified according to the Mintzberg (1976) model.

CONTEXTUAL SETTING

As is essential when the case study methodology is employed the setting and the environmental conditions are described in detail. The reader of this research can only draw generalizations in so much as the situation to which he is generalizing is similar in context. The closer in context and environmental conditions then the more appropriate will be the for generalizations from the findings of this case.

School Jurisdiction Governance

There are three basic political structures employed in the governance of public school systems in Alberta. These three methods of governance might best be understood by reviewing their historical development.

At the time that the Province of Alberta was formed in 1905 school districts were also formed. The boundaries of these school districts, if urban in nature, were co-terminous with the town or city limits and continued to expand with these limits over the years. For the most part these school districts still remain today. Each of these school districts is operated by a school board whose members are generally elected from anywhere within the boundaries of the school district.

The boundaries of rural school districts were established as squares, generally 4 miles by 4 miles or 6 miles by 6 miles. The expectation was that the farmers within these school districts would get together, build a school someplace near the centre of the school district and elect a board to direct the operation of the school.

Some years later legislation was passed in the Province which allowed these rural school districts to amalgamate. When they did this they became known as school divisions and they were operated by a board of education with a representative from each of the participating school districts. As the school divisions became larger and incorporated more school districts the board members were elected on a ward system. That is, they would be elected by the voters from a particular geographic area within the school division, not by the division voters in general.

Both of these political structures are quite autonomous from the local municipal government. The only affiliation they have with the local municipal government is that the municipality collects the taxes for the board of education. It should be made clear that the municipal government has no authority in establishing the school system's tax rate, it is simply obliged to collect the taxes established by the board of education.

In the early 1960's another option was introduced for municipal and educational governance in Alberta. This was called the county system and this system made the board of education responsible to the county council. The county council members are elected on a ward system, in the same manner as are the school division board members. Each councillor is elected by the voters from a particular geographic location from within the county boundaries.

The educational affairs of a county are directed by a board of education. This board of education is in turn responsible to the county council who may or may not ratify the tax increases levied by the board of education.

It is usual in counties in Alberta that each county councillor automatically becomes a board of education member. Therefore, if a county such as the County of Flagstaff, was made up of 7 divisions then they would have

7 county councillors elected to oversee the municipal operation of the County as well serving as members of the Board of Education. Other members that serve on the Board of Education are called urban representatives. Each town and each village within the County elects a representative to serve as a member of the Board of Education. In the case of the County of Flatstaff there are 10 communities that lie within County boundaries, therefore, there are 10 urban representatives in addition to the 7 county councillors who serve as Board of Education members.

A board of education within a county in Alberta is governed by legislation which assures that the number of votes held by urban representatives cannot exceed the number of votes held by county councillors. Consequently, in the case of the County of Flagstaff, three of the urban representatives must hold observer status only, with no voting privileges. This observer status is rotated among the urban representatives.

The County of Flagstaff No. 29

The County of Flagstaff lies approximately 150 kilometers south east of the city of Edmonton. It is rectangular in shape, about 90 kilometers long and 60 kilometers wide and lies along highway 13. It is an agricultural based county with a population of slightly more than 10,000 people. There is some coal mining taking place in the south western part of the County and some oil exploration and production on the eastern edge of the

County. Neither of these activities have had a significant impact on the school system.

The County Councillors and Board of Education urban representatives are elected for a three year term. The last election was held in October 1983. During this election a number of candidates came forward to challenge the sitting members on a "rate payers" platform. This platform simply argued that due to the poor economic situation of the Alberta farmer no increase in taxes could be tolerated. This platform was very successful and more than half of the previous 17 members of the Board of Education were replaced by candidates who had run on the "rate-payers" platform or were appointed by acclamation.

As indicated above there were 10 towns and villages lying within the boundaries of the County of Flagstaff. Nine of these communities have operating schools. The only community that does not is Galahad. The Galahad School was closed in 1979. A tenth school is operated by the County on the South Bend Hutterite Colony which lies in the south eastern corner of the jurisdiction. Each of these schools offers elementary and junior high school programs. Only three schools offer high school programs. Table 1 shows the 1984-85 student enrolments by grade for each of the operating schools in the County of Flagstaff.

The condition of the school buildings operated by the County of Flagstaff at the time of this study ranged from very poor to acceptable (See Appendix A). Two of these

TABLE 1

1984-85 STUDENT ENROLMENTS BY SCHOOL FOR THE COUNTY OF FLAGSTAFF

SCHOOL	SPECIAL ECS	1	2	3	4	5	6	TOTAL	7	8	9	TOTAL	10	11	12	TOTAL	GRAND TOTAL
Alliance		8	11	7	7	7	7	47	13	13	8	34					81
Daysland	18	26	21	27	16	15	20	143	17	15	20	52	46	56	40	142	337
Forestburg		30	30	24	28	34	28	174	26	32	33	91	38	30	24	92	357
Hardisty		14	9	9	16	13	15	76	16	13	14	43					119
Heisler		9	12	11	8	6	12	58	7	9	10	26					84
Killam		23	24	14	22	20	19	122	22	15	29	66					188
Lougheed		15	16	10	11	11	14	77	7	4	12	23					100
Sedgewick	4	29	34	19	18	20	21	145	18	21	22	61	74	49	67	190	396
South Bend Colony		2	3	0	2	3	0	10	4	2	3	9					19
Strome		17	15	11	9	13	11	76	8	12	12	32					108
COUNTY TOTALS	22	173	175	132	137	142	147	928	138	136	163	437	158	135	131	424	1789

schools were in need of immediate and costly repairs. They were the Forestburg Elementary School and the 1912 section of the Hardisty School.

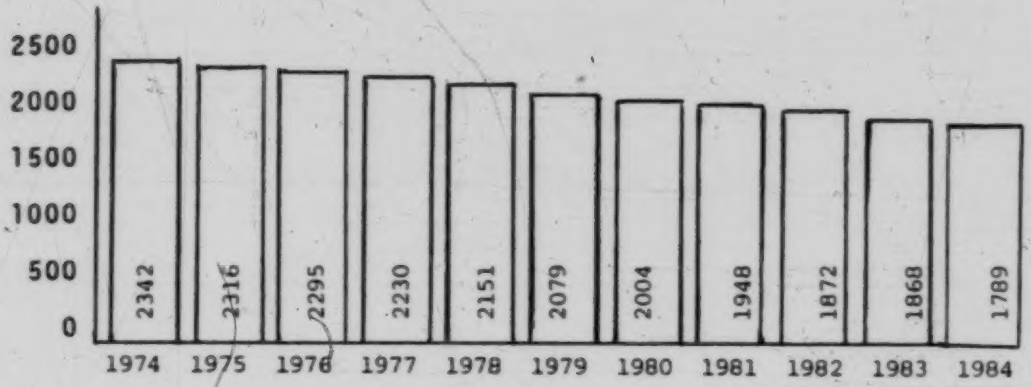


Figure 15

County of Flagstaff Student Enrolments
1974-75 to 1984-85

The number of students attending county schools had also dropped very dramatically over the past 10 years. These enrolment numbers are displayed in Figure 15. Enrolment projections indicate that these numbers are unlikely to show a significant increase over the next few years (See Appendix A). Consequently, the degree of utilization of the space in the County schools is very low (See Appendix A) and is likely to remain that way in the forseeable future.

Alberta Education

Alberta Education, through the School Buildings Branch, make regulations pertaining to the construction of schools. The amount of funding available for new construction is based on several factors. The main factor is the percentage of utilization of all of the available classroom space within the total jurisdiction. The higher the percentage of utilization of this space the larger will be the share of construction costs provided by Alberta Education.

Alberta Education also pays a percentage of the costs for the upgrading of older school buildings. This is done through the Building Quality Restoration Program (B.Q.R.P.). If, for example, a school has been approved for modernization then Alberta Education, through B.Q.R.P., will pay 80% of the costs of this upgrading. This is in keeping with Alberta Education's stated position of encouraging jurisdictions to renovate and upgrade older buildings rather than engaging in the construction of new Schools.

MAJOR EVENTS IN THE CASE

In keeping with the conceptual model that was developed in Chapter 4, the policy-making process has been divided into a number of discrete events. These events have been graphically displayed in Figure 16. This classification system has been explained in detail in Chapter 2.

The boundaries between events are not, of course, nearly as clearly defined as they would appear to be in Figure 16. Each of these events is a subsystem of the larger policy-making system and each possesses the open system characteristics of the larger system. Therefore, each event will be analyzed under the same topics that were adopted for the larger policy-making system. These were environment, process, actors, issues, and outcomes.

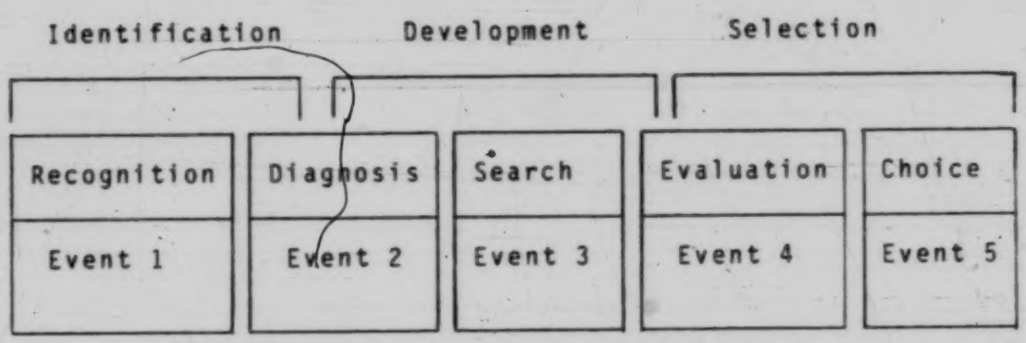

Identification
Development
Selection
Recognition
Diagnosis
Search
Evaluation
Choice
Event 1
Event 2
Event 3
Event 4
Event 5

Figure 16

The Sequence of Events by Mintzberg Classification System

Event 1: Problem Recognition and Identification

For the purposes of this study the case will offically begin on May 6, 1981 when two significant things occurred. The first was that the Board of Education received a letter from the Minister of Education telling the Board that it would not be able to close any of its schools or major part of any of its schools unless it had a school closure policy in place. The second activity was that the Board passed a motion to establish a committee that would attempt to find a solution to the Forestburg Elementary School building problem. This committee was a sub-committee of the Board of Education, made up of 5 board members, the County Assistant Secretary-Treasurer and the Superintendent of Schools. Very little happened during the next year. The committee met only twice during that time and little in the way of analysis of the problem appeared to take place. At the April 7th, 1982 Board meeting this committee brought forward a recommendation that the Board consider new construction to replace the 1927 portion of the Forestburg Elementary School.

At this point a number of questions were raised by several of the Board members and the committee was sent back to cost out several alternatives. During the next few months an engineering firm was hired to do a feasibility study on the necessary renovations to the Forestburg Elementary School. When that firm had concluded its study a report was submitted with the costs of the renovations to the Forestburg School at $152,000.00. At that same meeting a suggestion was made that if a centralized high school were constructed for all of the County's high school students sufficient space would be made available at Forestburg so that the Forestburg Elementary School could be taken out of operation. The committee was asked to take this alternative into consideration in it's deliberations.

At the Board meeting of April 7, 1982 a question was raised as to whether the old section of the Hardisty School should be repaired or replaced. At the November 20, 1982 Board of Education meeting the Forestburg School Building Committee again brought forward a recommendation that the Board consider new construction at the Forestburg Elementary School. Following the receipt of this recommendation the Board passed a motion that a committee be set up to look into the feasibility of centralization, particularly at the high school level. This was the first indication of a "system wide" approach to the problem. The justification for a more global view of the problem was the County's continuing declining student enrolments.

Event 2: Problem Diagnosis

At the November 20, 1982 Board of Education meeting the Superintendent of Schools was asked to approach Alberta Education to see if it would be willing to carry out a feasibility study of centralization at the high school level. The Red Deer Regional Office agreed to conduct such a study and a steering committee was established to direct the study. Four alternatives were proposed for the jurisdiction, one to have things remain as they were and three based on differing degrees of centralization (See Appendix A).

This study was conducted by the Red Deer Regional Office during the latter part of 1983 and was presented to the Board of Education in December of that year (See Appendix A).

Event 3: Searching for a Solution

The Steering Committee that had been established to guide the Red Deer Regional Office study recommended to the Board of Education that it hold a series of public meetings in order to find out which of the 4 alternatives presented in the report would be the most acceptable. Three public hearings were held in the County in April of 1984. In addition to this a questionnaire was sent to each household in the County asking people to indicate which of the 4 alternatives they would prefer.

The data from both the public hearings and from the questionnaire returns indicated that people preferred that, educationally speaking, things remain as they were. This information was presented to the Board of Education at their meeting on June 6, 1984.

Event 4: Selection of a Solution-Evaluation of Choices

At the June 6, 1984 Board meeting a motion was carried that the Board of Education apply to Alberta Education for special consideration for funding for construction of a new school at Forestburg. At the same time it was agreed that an advertisement should be placed in the newspaper for an architect for new construction for the Hardisty School.

In spite of this apparent move to maintain the status quo, it became evident that a number of Board members did not agree with this position. At the June 26, 1984 Board meeting a motion was presented to close the junior high section of the Hardisty School. The motion was defeated. At the October 4, 1984 Board meeting a motion was made to withdraw the application for new construction at Forestburg. The motion was defeated. The suggestion was also made that Alliance Junior High School should be closed due to the declining student numbers.

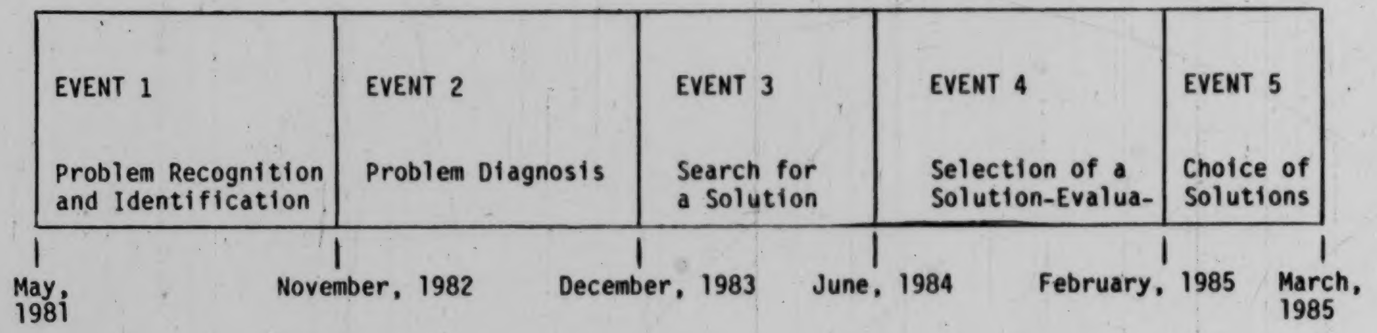

EVENT 1
Problem Recognition and Identification
EVENT 2
Problem Diagnosis
EVENT 3
Search for a Solution
EVENT 4
Selection of a Solution-Evalua-
EVENT 5
Choice of Solutions
May, 1981
November, 1982
December, 1983
June, 1984
February, 1985
March, 1985

Figure 17

The Timeline of the Five Events
That Constitute the Policy-Making Process

At the November 14, 1984 Board meeting the Superintendent of Schools was directed to draft a 5-year plan for school buildings in the County. Over the course of the next two meetings the Superintendent had the Board members provide the specifics of just what they wanted in such a plan.

At the February 8, 1985 Board meeting the Superintendent reminded the Board members that they would be unable to address the school closure issue seriously unless they had a school closure policy in place. The Superintendent tabled a proposed school closure policy at this same meeting.

Event 5: Choice of Solutions

At the March 6, 1985 Board meeting the school closure policy was adopted and at the same meeting a 5-year plan for school buildings was also passed.

The timeline of these 5 events are represented in Figure 17.

SUMMARY

This Chapter provided the contextual setting for the case study. That is, it described the environmental conditions that existed prior to the policy-making process being initiated. Through this description it is hoped that those environmental stresses that invoked the policy-making process were isolated and identified.

The second objective of Chapter 4 was to identify and describe the major events that occurred in the case study. It was not the intention of this section of the dissertation to provide an analysis of these events. That will be accomplished in the two chapters that follow. The intention of Chapter 4 was simply to provide an overview and understanding of the case and its contextual setting.

CHAPTER 5

ANALYSIS OF THE CASE

This chapter presents the descriptive data that were collected for each of the five events involved in the case study. Specific evidence from these data are explained, wherever possible, in terms of the policy-making system employed in the conceptual model. This procedure was used in an attempt to clarify and interpretate the data.

One of the difficulties that was encountered in the description of these events was a lack of temporal distinction between events. Due to the evolutionary nature of this case, events were found to overlap one another. For example, the second event might start before the first event had been completed. Further elaboration of the problem, from the first event, might be discovered in the time period relating predominantly to the 4th event. In spite of this difficulty approximate time spans have been assigned to each event.

The case study began when the Board of Education received a letter from the Minister of Education at the board meeting of May 6, 1981. The case study was completed on March 6, 1985, when the Board of Education passed a motion accepting a 5-year plan for school buildings and a school closure policy for the County.

EVENT 1: PROBLEM RECOGNITION AND IDENTIFICATION

Event 1 is centered on the recognition and identification of the problem or problems of the case study. The case began on May 6, 1981, when the Minister of Education's request for a school closure policy was placed before the Board and the first event ended on April 7, 1982, when the Board received the Forestburg School Committee's recommendation for new construction at Forestburg.

Environment

The environment within the County of Flagstaff at the time when this case study was taking place has been described in detail in Chapter 4. During the time that the case study took place the environment did not change significantly. There was a continuing decline in student enrolments, however, the status of the school buildings remained virtually unchanged with no major renovations or modifications taking place.

The School Building Regulations and the Building Quality Restoration Program of Alberta Education represented a significant influence in the external environment. These regulations would have considerable impact on school building decisions that would be made by the Board of Education.

As indicated above the case study was considered to have begun when the County of Flagstaff Board of Education received a letter from the Minister of Education, David King, on May 6, 1981. In that letter, dated April 2, 1981 (see Appendix B) the Minister of Education wrote that he was advising every board in Alberta that a pre-condition of his approval of a request for school closure would be the existence of a written board policy dealing with the process by which closure is effected and the satisfactory demonstration by the Board that it has followed its own policy. Prior to the receipt of this letter the County of Flagstaff had no written school closure policy.

At the time the Board of Education received this letter from the Minister there was a general understanding by the members of the Board that two of the County schools were in serious need of renovation or re-construction. As the Chairman of the Board of Education described the situation "the Forestburg School was falling down and the Hardisty School was a fire-trap." (Interview, April 10, 1985 at the County of Flagstaff office and confirmed by fire inspection reports of 1980 and 1981).

Neither the letter from the Minister requesting the development of a school closure policy, nor the status of the County schools generated significant concern or decision-making activity at that time. However, the urban representative for the town of Forestburg, a Board member of long standing, was an aggressive spokesman for this area and at the same May 6, 1981 Board meeting he moved that the Board of Education retain an engineering firm to study the feasibility of renovating the Forestburg School. This motion was carried and a committee was struck to find a solution to the Forestburg school problem. This same Board member was to act as chairman of this committee. This committee became known as the Forestburg School Committee (FSC).

The environmental stress created by the Minister's letter would appear to be minimal in 1981. The Board members were not thinking in terms of any immediate school closures and felt that to pursue such a policy would only make several of the communities somewhat nervous (confirmed by interviews).

Process

The process that was initiated at the May 6, 1981 Board meeting was the establishment of the FSC. This Committee was formed as a sub-committee of the Board of Education. It's membership consisted of five Board members, the Superintendent of Schools and the County's Assistant Secretary Treasurer. This Committee was to act in an advisory capacity to the Board of Education and had no decision making power of its own. The Committee had a very general mandate which was to "find a solution to the Forestburg School situation " (Board minutes, May 6, 1981).

This process was invoked in response to an environmental stress; that is, a demand for a action from the Board regarding the poor facilities of the Forestburg

Elementary School. The demand was put forth by the representative from that area. His demands were more pressing than those of the external environment which called for a school closure policy. This Board member, at the same board meeting, put forward a motion to hire an engineering firm to study the feasibility of renovating the Forestburg Elementary School. This motion was also passed (minutes of May 6, 1981 Board meeting).

Approximately one year later, after several meetings, and no real investigation of alternatives or attempts at defining the problem, the Committee agreed to recommend to the Board of Education that it proceed with new construction for the Forestburg Elementary School. This recommendation was made to the Board at the meeting of April 7, 1982. At this meeting the recommendation was discussed and a number of questions were raised. Three questions that were generated at that time were:

(1) What is the enrolment projection for the Forestburg Elementary School?

(2) How can you justify new construction when neighboring schools have empty classrooms?

(3) What financial assistance would be forthcoming from Alberta Education for such new construction?

After a great deal of discussion the Board passed a motion that the FSC generate several alternatives and that it investigate the costs associated with each of the alternatives that it generates (minutes of April 7, 1982 Board meeting).

In a sense this focusing on the Forestburg Elementary School as the immediate problem set the tone for the course of the first event. The Board began by reacting to individual issues rather than establishing a plan or attempting to identify the real problems that it faced with the jurisdiction's schools and the declining enrolments. The process evolved in response to the issues of the moment, with each issue forcing the next step (Figure 18).

Actors

The actors of this intial step were the Minister of Education and the urban representative from the town of Forestburg. The Minister of Education was not, of course, immediately concerned with the County of Flagstaff and it's school closure policy. The Minister's letter requesting such a policy had gone to every school jurisdiction in the Province. The other key actor, the Forestburg representative, seemed to dominate this event.

Issues

According to the Chairman of the Board of Education, and supported by a number of Board members, there were four issues that were originally identified as problems. They were:

a) student enrolments declining across the County.

b) Forestburg Elementary School building.

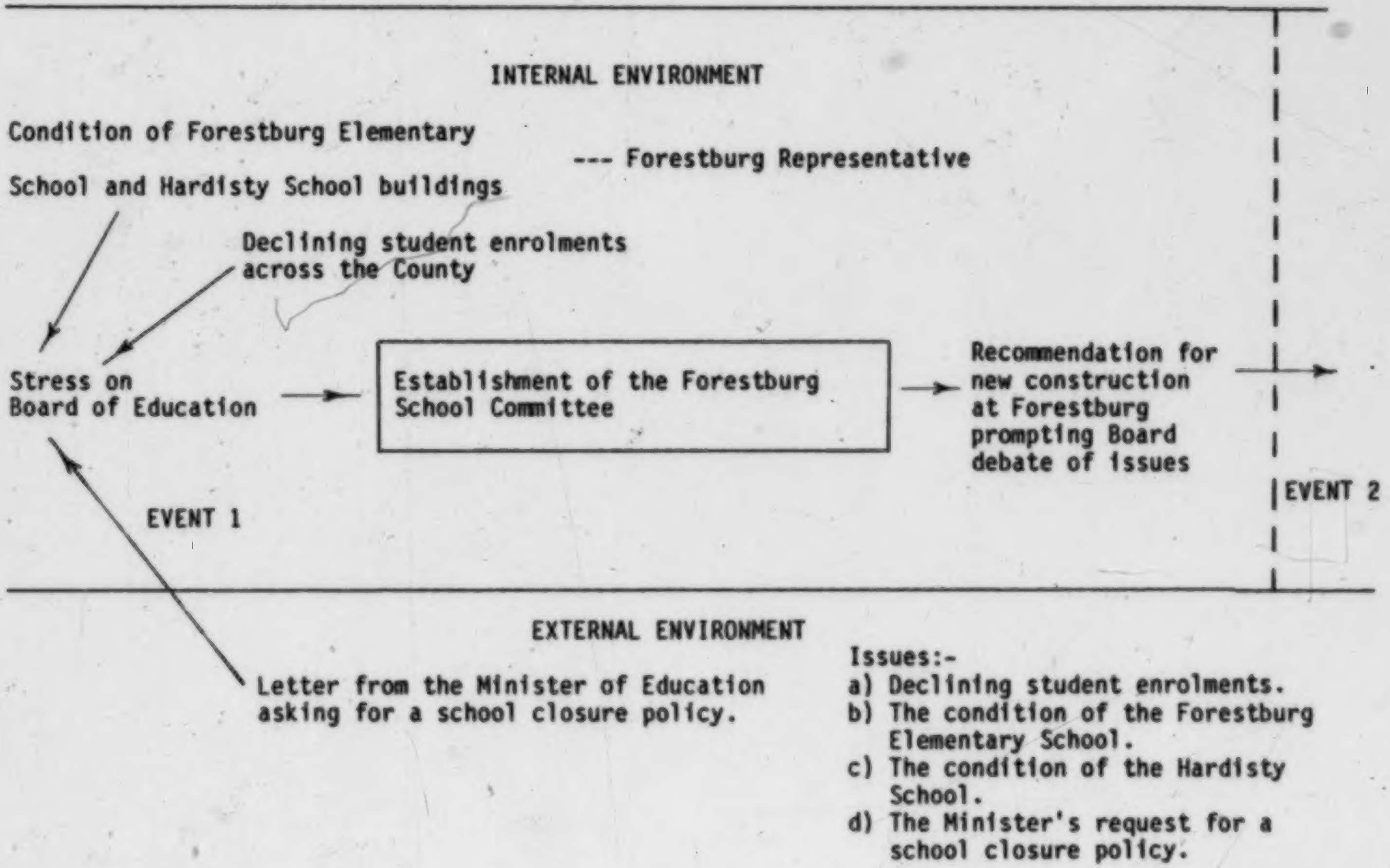

INTERNAL ENVIRONMENT
Condition of Forestburg Elementary School and Hardisty School buildings
--- Forestburg Representative
Declining student enrolments across the County
Stress on Board of Education
Establishment of the Forestburg School Committee
Recommendation for new construction at Forestburg prompting Board debate of issues
EVENT 1
EVENT 2
EXTERNAL ENVIRONMENT
Letter from the Minister of Education asking for a school closure policy.
Issues:-
a) Declining student enrolments.
b) The condition of the Forestburg Elementary School.
c) The condition of the Hardisty School.
d) The Minister's request for a school closure policy.

Figure 18

Event 1: Problem Recognition and Identification

c) Hardisty School building.

d) the Minister of Education wanting a school closure policy.

There is no doubt that these were the issues of Event #1, however, the condition of the two schools, and particularly, the condition of the Forestburg Elementary School would seem to have been given initial priority. However, always in the background was the concern of what to do about the continuing decline in student enrolments.

Outcomes

The major outcome of the first event was the establishment of the FSC. In effect the Board action had been focused on only one of the four issues that were identified as the problem. It would appear that aggressive action by one Board member had been able to re-focus the Board members from the other issues and make the review of the Forestburg Elementary School the major issue of the first event.

It was not until this Committee had made its recommendation for new construction at the Forestburg School that serious debate of the issues took place. At this time the other Board members were not prepared to accept this recommendation and the FSC was sent back to generate several alternatives.

EVENT 2: PROBLEM DIAGNOSIS

The second event spanned the next 19 months between the Board meeting of April 7, 1982 and the Board meeting of December 7, 1983. During this event the process moved from the recognition and identification of issues to the diagnosis of these issues. As in Event 1 the data are presented under the same five headings of environment, process, actors, issues, and outcomes.

Environment

During this event new players were introduced from the external environment. The School Buildings Branch of Alberta Education became involved in an advisory capacity. This Branch had great influence on Board decisions of whether to renovate or whether to opt for new construction. This influence was due to the amount of financal support that the Branch would allocate to any such project. This amount was determined through a previously established formula.

The second group of new actors introduced from the external environment were also from Alberta Education. These were consultants from the Red Deer Regional Office of Alberta Education. They were available to school jurisdictions in Central Alberta as advisors and to provide other assistance on educational matters whenever possible.

During the course of this event there was no follow-up from Alberta Education regarding the Minister of Education's request for a school closure policy; nor was this issue raised by any of the other actors during this second event.

For the first half of this second event the internal environment was essentially the same as the environment for the first event. However, in October of 1983, the civic elections were held and 11 of 17 Board of Education members did not run or were not re-elected. Consequently, there were 11 new members on the Board of Education who were not all that familiar with the issues of the case or the activities that had previously taken place.

The Board members felt that the reason why there had been such a tremendous turn over of trustees in this election was due to what they called a "tax payers revolt". Several of the Board members who had been successful in the election had campaigned as supporters of an unofficial organization referred to as the Rate Payers Association. Their platform was essentially one of holding the line on any municipal or school spending as well as allowing no increase in the municipal tax rate (confirmed through Board member interviews).

This election result would seem to have made all of the Board members much more conscious of school expenditures in the County and undoubtedly created a hesitation on behalf of most Board members to commit the Board to any new school construction if it could be avoided.

Process

At the April 7, 1982 meeting of the Board of Education a motion was carried directing the FSC to look into the costs of several alternatives that the Board might pursue in dealing with the Forestburg Elementary School building problem.

At the next meeting of the FSC the Superintendent of Schools was directed to meet with Dr. John Kulba and solicit his opinion on the Forestburg Elementary School situation. Dr. Kulba, was then the Director of School Buildings Branch of Alberta Education. This meeting took place in July of 1982. At that meeting Dr. Kulba suggested renovations wherever possible and that the jurisdiction should be minimizing new construction. He also went on to explain that much of this renovation could be done under the modernization category of Alberta Education's Building Quality Restoration Program (BQRP) and the support from that program would be 80% of all the approved expenditures (minutes of the August FSC meeting).

In light of these suggestions from Dr. Kulba the FSC recommended that the Board of Education retain an engineering firm to cost out the required renovations. This was done and the firm reported that the required renovations would cost approximately $152,000.00. The FSC considered this to be only a short term solution and for that reason was reluctant to recommend the Board proceed with the modernization of the school (minutes of the November 3, 1985 FSC meeting).

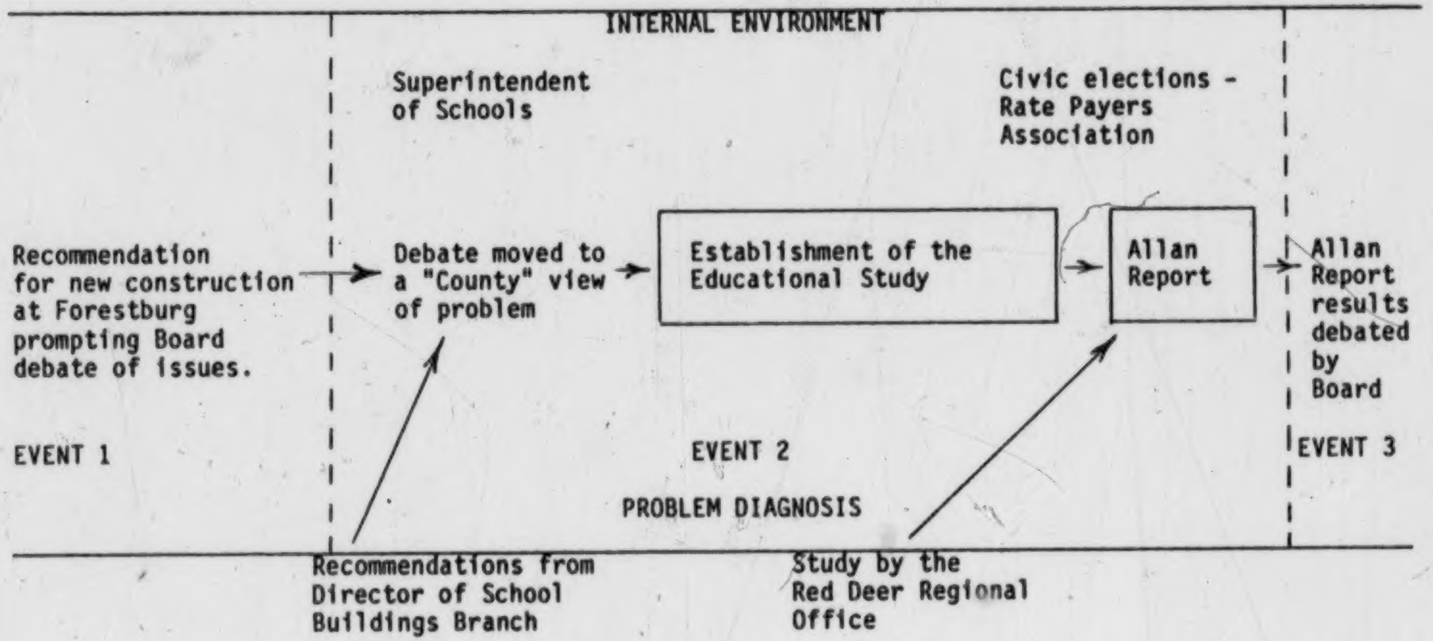
At the November 3, 1982 meeting of the FSC one of the members suggested that if the County's three small high schools were combined into one larger centralized high school many advantages might be gained. A broader high school program could be offered for the students and building space would be made available at three different locations in the County. This might mean, for example, that new construction would no longer be necessary at Forestburg.

At the November, 1982 Board meeting this concept of a centralized high school was discussed. It was suggested that the Superintendent contact Dr. Kulba again to obtain his thoughts about the construction of a centralized high school. It was also suggested that the Superintendent contact the Red Deer Regional Office to see if Alberta Education would be willing to conduct a feasibility study of the appropriateness of the concept for the County (minutes of November, 1982 Board meeting).

At the following Board meeting the Superintendent reported that he had made an informal contact with the Red Deer Regional Office Director and Associate Director and that they had indicated that they would be willing to undertake such a study for the County if the time lines were not too short. The Superintendent also reported that he had been in contact with Dr. Kulba and had asked for his thoughts on the concept of the centralized high school. To date Dr. Kulba had not gotten back to him.

At the January 4, 1983 Board meeting a motion was passed establishing the Education Study Committee (ESC). This Committee was given the mandate of proceeding with whatever study necessary so that a well informed decision might be made by the Board of Education relative to the construction of a new centralized high school. During the same month the ESC made a recommendation to the Board of Education that it make an official request to the Red Deer Regional Office of Alberta Education to conduct a study on the feasibility of one centralized high school for the County. This request was made in March of 1983. The ESC was designated to act as a steering committee for the study and it would work with Mr. Allan from the Regional Office (minutes of the March, 1983 Board meeting).

Mr. Allan met with ESC on March 31, 1983. At this meeting the terms of reference and the time lines were developed for the study. It was agreed that the study would forecast student enrolments, provide a school building status report and project school building capacity utilization figures for the next 5 years for the County. It was also agreed that the study would develop 4 scenarios. The first of three being the status quo and the remaining three alternatives based on differing degrees of centralization of schools. One of these three alternatives was to include the concept of the one centralized high


INTERNAL ENVIRONMENT
Superintendent of Schools
Civic elections - Rate Payers Association
Recommendation for new construction at Forestburg prompting Board debate of issues.
Debate moved to a "County" view of problem
Establishment of the Educational Study
Allan Report
Allan Report results debated by Board
EVENT 1
EVENT 2
EVENT 3
PROBLEM DIAGNOSIS
Recommendations from Director of School Buildings Branch
Study by the Red Deer Regional Office

Issues:-
a) Should there be increased centralization.

Figure 19

Event 2: Problem Diagnosis

school. The report was to be completed by the fall of 1983.

Mr. Allan presented this report (see Appendix A) to the ESC on December 1, 1983. The report then became unofficially known as the Allan Report and was subsequently presented to the Board of Education on December 7, 1983 (Figure 19).

Actors

A number of new actors were introduced in this event. Two of these actors were external to the County of Flagstaff and, at this point, were acting only in an advisory capacity to the Board of Education. They were Dr. John Kulba, the Director of the School Buildings Branch of Alberta Education and Mr. Clayton Allan, the Associate Director of the Red Deer Regional Office of Alberta Education. Dr. Kulba provided advice to the Board on the amount of support it could expect to receive for the renovation of school buildings. Mr. Allan completed a study on the feasibility of centralization of schools for the County.

Internally, the ESC had replaced the FSC in terms of directing the activities that took place in Event 2. The Superintendent of Schools also took a more prominent role in these activities. However, his role remained one of providing information and advice for the Board members and not one of directing these activities (interviews with Board members and the administration).

Another group that would appear to have had influence on the direction taken by the Board of Education was the Rate Payers Association. This has been a difficult group to identify. It has no structure or organization and no official executive. On the other hand several Board members campaigned on a Rate Payers platform of holding the line on expenditures and were successfully elected or appointed.

It should also be pointed out that 11 new Board members were elected or appointed to the Board of Education in October of 1983. This meant that 11 of the 17 Board members were new at this time and some brought a different point of view to the meetings of the Board of Education.

Issues

The issues in this event began to take a more global appearance concerning the problems facing the County. Rather than focusing on the problems of individual school buildings, questions were now being asked from a County point of view. It would appear that, during Event 2, Board members began to ask such questions as, "How can you justify new construction when neighboring schools have empty classrooms?" (interviews with Board members).

The ESC which acted as a Steering Committee for the Allan Report identified three factors that it felt had to be reviewed before any informed decision could be made. These three factors were:

a) student enrolment projections

b) school building status, and

c) school building capacity utilization.

The more global issue that was being addressed was centralization of schools. That is, should there be increased centralization, and if so, how much should take place?

Outcomes

The major outcome of this event was the production of a study by Alberta Education which addressed the current status of the County's school buildings, projected student enrolments and reviewed the school building capacity utilizations. In addition to this, the study produced four alternatives with differing degrees of school centralization (see Appendix A).

EVENT 3: SEARCHING FOR A SOLUTION

The third event covered a relatively short time span. It began after the Allan Report had been received by the Board of Education on December 7, 1983, and ended when the Board had received an analysis of the results of the public hearings and the opinionnaires that were distributed in the County. This analysis was tabled at the Board meeting of May 17, 1984.

Environment

During the course of this event a new group of actors were introduced from the internal environment. These were interested County residents who responded to the public hearings that were held and to the opinionnaires that were sent to County homes.

The external environment changed slightly. Once the Red Deer Regional Office had presented the feasibility study to the Board of Education it withdrew from the County and was no longer an active participant. The Director of the School Buildings Branch, however, remained in the environment in an advisory capacity (interviews with Board members and the administration).

Process

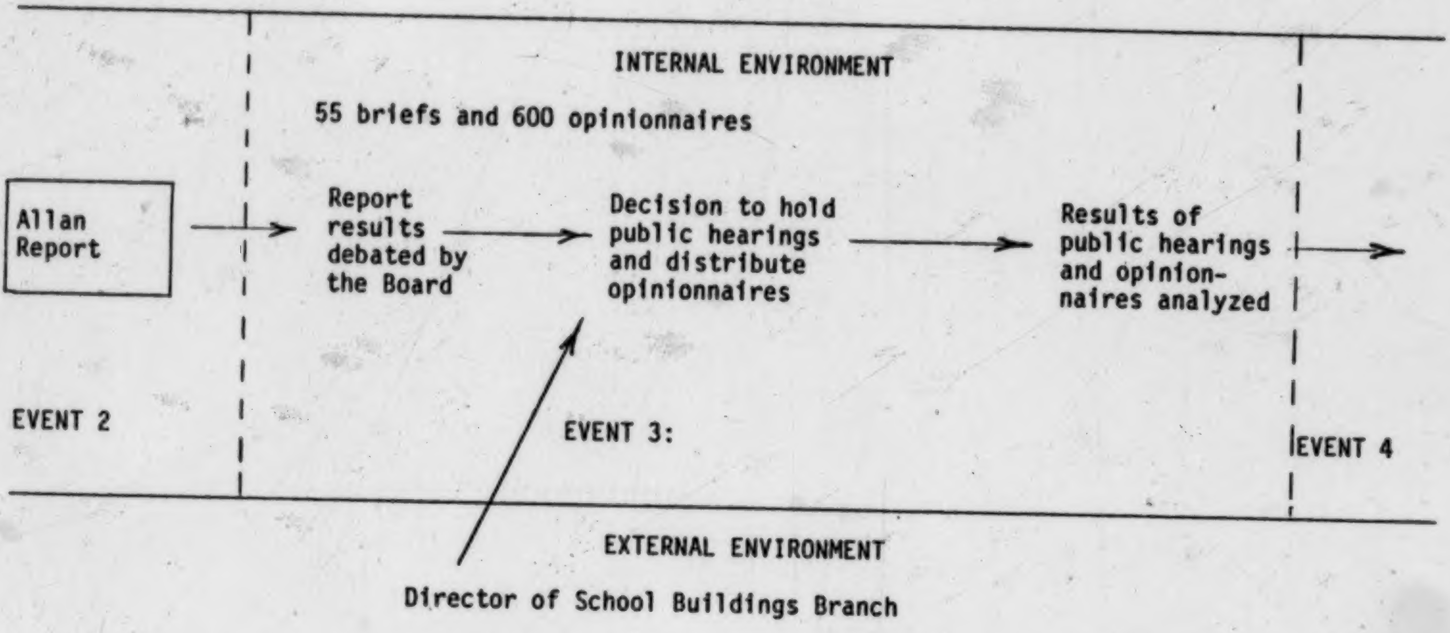
At the December 7, 1983 Board meeting the Allan Report was presented and the four alternatives contained within the report were reviewed and discussed. It was decided that a special Board meeting would be required to do justice to the discussion of this report. This special Board meeting was held on February 20, 1984. At this meeting a motion was passed to have the ESC look at the concept of combining Forestburg, Galahad, Heisler and Alliance for educational purposes. Any proposal that was brought forward by the ESC was to have costs attached (minutes of the December, 1983 Board meeting).

The ESC met on February 20, 1984 in an attempt to deal with the Board's motion. At this meeting one of the trustees informed the Committee that he had been in touch with Dr. Kulba of the School Buildings Branch and that Dr. Kulba had warned that the Board should study the situation carefully. He said that low utilization has serious implications. If the Board spends money to upgrade facilities then it will probably reduce its chances for support for a new centralized composite high school. He went on to add that Alberta Education recommends modernization of the Hardisty school (minutes of the February ESC meeting).

At the next meeting of the ESC it was decided that it should recommend that the Board of Education hold a series of public meetings to discuss educational alternatives in the County. This recommendation was made to the Board of Education at it's meeting on March 7, 1984. The ESC's recommendation was received and accepted with hearings to be held at Forestburg, Daysland and Sedgewick (minutes of the March, 1984 Board meeting).

At the next meeting of the ESC, held on March 19, 1984, it was decided that, in addition to the public hearings, an opinionnaire would be used to solicit County residents' feelings regarding these alternatives. Following this meeting notice of the public hearings was sent to households in the County. This notice outlined the four alternatives of the Allan Report and explained the advantages and disadvantages of each alternative.

The three public hearings were held on April 9, 10 and 11, 1984, at Forestburg, Daysland and Sedgewick respectively. During these 3 days of public hearings a total of 55 briefs were submitted to the Board. In addition to this the Board of Education had sent out 3,400


INTERNAL ENVIRONMENT
55 briefs and 600 opinionnaires
Allan Report
Report results debated by the Board
Decision to hold public hearings and distribute opinionnaires
Results of public hearings and opinionnaires analyzed
EVENT 2
EVENT 3:
EVENT 4
EXTERNAL ENVIRONMENT
Director of School Buildings Branch

Issues:-
a) How much centralization should take place?
b) Can the County afford to retain the status quo?

Figure 20

Event 3: Search for a Solution

opinionnaires to County residents requesting their feedback on the four alternatives. A total of 600 of these opinionnaires were returned. The results of the briefs and opinionnaire returns were analyzed by the Superintendent of Schools (see Appendix C) and presented to the Board of Education on May 17, 1984. The results appeared to support the status quo in attendance areas and favour new construction at both Forestburg and Hardisty.

This process is graphically depicted in Figure 20.

Actors

The actors from the external environment changed somewhat from the previous event. The Red Deer Regional Office of Alberta Education had completed its study and ceased to have any further involvement in the process. Dr. Kulba, the Director of the School Buildings Branch, did remain in the external environment in an advisory capacity.

The internal environment became much more active during the third event. The public hearings saw 55 briefs submitted to the Board of Education. Most of these briefs were on behalf of groups or organizations. In addition to this approximately 600 opinionnaires were returned to the Board from County householders. Consequently, during the span of this third event the number of actors who had become directly involved in providing feedback to the Board of Education was extremely high.

Issues

During Event 3 it would appear that two issues were dominant. The first issue was the amount of centralization of the school system that should take place and the second issue was whether the jurisdiction could afford to retain the status quo. The opinion of many of the Board members was that to retain the current attendance areas and operate the same number of schools would simply make the system too expensive to operate. They argued that some degree of centralization was absolutely essential for the financial well being of the jurisdiction, therefore, the real issue, according to some of the trustees, was simply a matter of how much centralization should take place. Of course, not all trustees supported this position (interviews with Board members and administration).

Outcomes

The outcome of this event was the feedback received from the briefs submitted to the public hearings and from the opinionnaires that were returned from the residents of the County. As previously indicated the results of this feedback appeared to support a status quo position for the school system (See Appendix C).

EVENT 4: SELECTION OF SOLUTION-EVALUATION OF CHOICES

The fourth event began with the Board's debate of the analysis of the briefs and the results of the opinionnaires that were tabled at the Board meeting of May 17, 1984.

This event ended at the February 8, 1985 Board meeting where the Superintendent of Schools put forward a proposal for a school closure policy for the County of Flagstaff.

Environment

The internal environment in the County of Flagstaff would appear to have become more threatening to individual Board members during this event. Almost every Board meeting over the course of this 10 month period saw one or more delegations in attendance. Some of these delegations were large with 60 persons in several of the groups. As several Board members have said in reference to these groups, "Have you ever tried to make a decision with 60 people breathing down your neck?" (interviews with Board members and administrators).

One new actor was added from the external environment during the course of this event. That was Dr. Brian Staples, the Director of Community Schools for Alberta Education. Dr. Staples was invited to Alliance to explain the community school concept to a relatively large group of Alliance School supporters in February, 1985.

Process

On May 17, 1984 the ESC met to discuss the analysis of results of the briefs that were presented at the public hearings and of the returns of the opinionnaires. At this meeting a motion was made that this Committee recommend that the Board of Education change attendance areas north and southwest of Forestburg and that students from this area be bussed to Heisler effective for the 1984-85 school term and that grades 1 to 12 be retained in Forestburg using B.Q.R.P. to upgrade the Forestburg facilities. This motion was carried as well as a second motion recommending that the Board of Education proceed with new construction at Hardisty (minutes of the May 17, 1985 ESC meeting).

There was an agreement among the members of the Committee that these two recommendations would be kept confidential until they could be presented to the Board of Education at it's next meeting on June 6, 1984. However, when the Board members arrived for the meeting on June 26, a delegation of approximately 60 parents from the Forestburg area were on hand. The spokesperson for this group made the point that they wanted to retain the school at Forestburg, intact, grades one through twelve. At this meeting a motion was carried for the Board to apply to Alberta Education for special consideration for funding for construction of a new school at Forestburg. The delegation from Forestburg was also encouraged by the members of the Board to attempt to put pressure on the Minister of Education for special consideration for funding (minutes of the June 6, 1984 Board meeting).

The Board of Education met three weeks later and this time there were two delegations present. One delegation was made up of five people from the Forestburg area. The spokesperson for this delegation advised the Board that a committee had been formed in the Forestburg area to work for the construction of a new school. She indicated that this committee had met on June 20 at Forestburg and 150 people had been in attendance (minutes of the June 24, 1984 Board meeting).

The second group in attendance was made up of seven people who identified themselves as a rate payers delegation. Their spokesperson argued that the Board should be using Heisler and Galahad schools rather than constructing a new school at Forestburg. He further argued that the Board of Education must hold the line on taxes (minutes of June 24, 1984 Board meeting).

A special Board meeting was called for August 21, 1984 and at this meeting the Superintendent of Schools reported on a meeting that he had had with officials of the School Buildings Branch. He reported that he had been informed that the only way that the Board could obtain increased funding for new construction was to increase the capacity utilization factor in the County schools. They had suggested a way of doing this would be to get ministerial approval to dispose of some of the older buildings or sections of older buildings. There were no delegations present at this Board meeting (minutes of the August, 1984 Board meeting).

A delegation from the Forestburg area was again present at the next Board meeting of September 19, 1984. The spokesperson for this group indicated that their Committee had been in contact with Dr. Kulba and that a decision on the Forestburg application would be made in October (minutes of the August, 1984 Board meeting).

The next Board meeting was held on October 3, 1984 and one person was present from the public. This person indicated that he represented the residents of Galahad and that they wanted their school re-opened (minutes of the August, 1984 Board meeting).

A delegation of five persons from the Forestburg area was present at the November Board meeting. At this meeting the Board directed the Superintendent of Schools to draft a 5-year plan for school buildings. This plan was to be available for the next meeting which was to be held on January 3, 1985 (minutes of the October, 1984 Board meeting).

At this January 3 meeting a delegation of approximately 60 persons from the Alliance area was in attendance. The spokesperson for this delegation stated that they had heard rumours that the junior high school section of the Alliance school might be coming under review for closure and that they wanted the Board to know that they did not want their junior high to be closed. He said that bussing time was a major concern as was participation in extra-curricular activities. They also requested Board approval to pursue community school status for the Alliance school (minutes of the January 3, 1985 Board meeting).

At this same meeting a Board member moved that the Board of Education support the principle of some consolidation where possible and necessary to improve education and to reduce capital expenditures. The motion was carried with eight Board members in favour and five opposed. Following this motion the Superintendent of Schools put forward his proposed 5-year plan for school buildings for the County. This plan was essentially a status quo plan calling for new construction at Hardisty and at Forestburg. Following the review of this plan a motion was carried to proceed with new building programs at Forestburg and at Hardisty (minutes of the January 3, 1985 Board meeting).

At the next Board meeting of January 11, 1985 discussion continued regarding the Superintendent's proposed 5-year plan for school buildings. There was concern expressed about how the Board could accept a plan when there had been no agreement on how much consolidation should take place. A number of the Board members felt that some sort of a formula was required. A great deal of discussion followed and as a result the following areas were identified as problem areas in order of their priority:

1) community politics
2) declining enrolments
3) existing buildings (number of schools)
4) money (funding)
5) maintaining quality of education
6) boundaries

7) bussing distances

8) public relations and education of the public

9) staffing

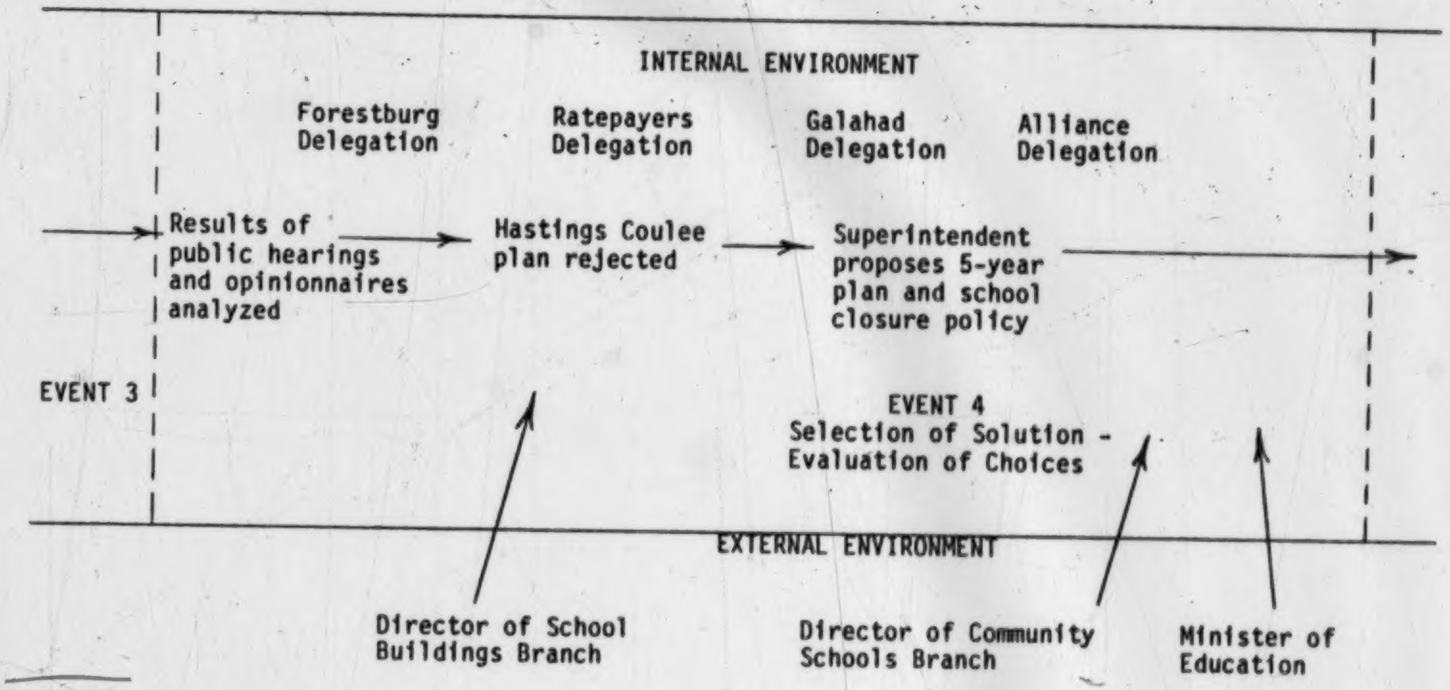
(minutes of the January 11, 1985 Board meeting).

The next Board meeting was held on February 8, 1985. At that time the Superintendent of Schools reminded the Board members that the Minister of Education would be unwilling to approve the closure of a school in the County unless the Board had a written school closure policy. Having reminded the Board members of this the Superintendent went on to place a proposed policy before the meeting (interview with administration).

The process that evolved through Event 4 has been graphically displayed in Figure 21.

Actors

A number of new actors were introduced during Event 4. The majority of these new actors were in the internal environment and they became directly involved with the case in the form of special interest delegations. The first of these delegations was from the Forestburg area. This delegation had approximately 60 participants and it attended the June 6, 1984 Board meeting when the Hasting Coulee bussing proposal was to be discussed. The delegation was opposed to the proposal. Members of this delegation attended a number of Board meetings of the course of Event 4 (interviews with Board members and administration).


INTERNAL ENVIRONMENT
Forestburg Delegation
Ratepayers Delegation
Galahad Delegation
Alliance Delegation
Results of public hearings and opinionnaires analyzed
Hastings Coulee plan rejected
Superintendent proposes 5-year plan and school closure policy
EVENT 3
EVENT 4
Selection of Solution - Evaluation of Choices
EXTERNAL ENVIRONMENT
Director of School Buildings Branch
Director of Community Schools Branch
Minister of Education

Issues:-
a) How much centralization should take place?
b) Can the County afford to retain the status quo?

Figure 21

Event 4: Selection of Solution - Evaluation of Choices

The next two delegations to attend Board meetings were from the Galahad area and they both had the same spokesperson. The first delegation had seven participants who said that they represented the Rate Payers Association. This delegation argued for the use of existing school buildings as an alternative to the construction of a new school at Forestburg. It was also argued that the Board should be making every effort to hold the line on any expenditures that would lead to a tax increase. At a later Board meeting a one-man delegation attended and indicated that he would like to speak on behalf of the Galahad community. This person was the same person that had been the spokesperson for the previous delegation. This time he argued in favour of the re-opening of the Galahad School (minutes of Board meetings).

The fourth delegation that attended Board meetings over the course of this event was from the Alliance area. Approximately 60 members of this delegation attended the January 3, 1985 Board meeting. The Alliance residents had heard a rumor that the Board of Education would be reviewing a new school closure policy which would, if adopted, target the Alliance school for possible closure. The members of this delegation wanted to make sure that the Board of Education understood that the Alliance community wanted to retain their school as it currently existed. They also wanted the Board's permission to pursue community school status for the Alliance school. The Board gave them their approval (interviews with Board members and parents).

This group of interested citizens from the Alliance area then went on to arrange for Dr. Brian Staples, the Director of the Community School Branch of Alberta Education to speak on this topic at the Alliance school in the next month. There was an excellent turn-out of community members for this meeting and Dr. Staples was very encouraged regarding the advantages for the Alliance school should it attain community school status (interviews with Board members).

Once again the Minister of Education's letter, which initiated the case study in May of 1981 became a factor. The Board was reminded of the need for a school closure policy before it would be able to receive permission to close any of its schools (interviews with Board members and administration).

The School Buildings Branch remained in the external environment but in a somewhat more active capacity. The Board of Education had now begun to deal with this Branch in a formal manner. The members of that Branch had previously only dealt with the case in an advisory capacity. The Board, in Event 4, had now made official application to start new construction at both Hardisty and at Forestburg (minutes of the February, 1985 Board meeting).

Issues

The broad issue of this event remained unchanged from

Event 3, that was whether to continue with status quo or to close out some of the smaller schools and centralize in an attempt to provide broader program offerings at less cost.

At the Board meeting of January 11, 1985, the Board members made the first formalized effort to identify the problem areas that were involved in arriving at a solution to this broader issue. These problem areas have been listed, in their order of priority, as agreed to by the Board members under the process section of this event (minutes of the January, 1985 Board meeting).

Outcomes

Event 4 closed with the Board meeting of February 8, 1985. It was at this meeting that the Superintendent of Schools put forward, for the Board's consideration, a proposed school closure policy. The Superintendent had placed before the Board, at its previous meeting, a 5-year plan for school buildings for the County (minutes of Board meetings).

Neither of these proposals had yet been approved by the Board, however, a great deal of discussion was generated.

EVENT 5: CHOICE OF SOLUTIONS

The fifth and final event is simply the Board's adoption of the 5-year plan and the school closure policy as proposed by the Superintendent of Schools.

Environment

The environmental factors had been considered prior to this event and now it was only the Board members who were involved in the final choosing of a solution.

Process

The Superintendent of Schools had put before the Board two proposals. The first proposal was a 5-year plan for school buildings for the County. The second proposal was for a school closure policy. The Board members had these two proposals since the February board meeting and they were expected to make a decision at the March 6, 1985 Board meeting.

The Board members had been placed in a position where they had to weigh the input and opinions that each had received over the past 4 years and synthesize them to a point where a final decision could be made.

At the Board meeting of March 6, 1985, following much debate the Board adopted, with only minor amendments, the 5-year plan and the school closure policy that had been put forward by the Superintendent of Schools (minutes of the March, 1985 Board meeting).

Actors

The only actors directly involved in event #5 were the Superintendent of Schools and the Board members. The Superintendent of Schools because he had put forward the 5-year plan and the school closure policy and, therefore, was expected to speak to both and answer any questions that might arise and the seventeen Board members, because they were the ones who must accept or reject these two proposals.

Issues

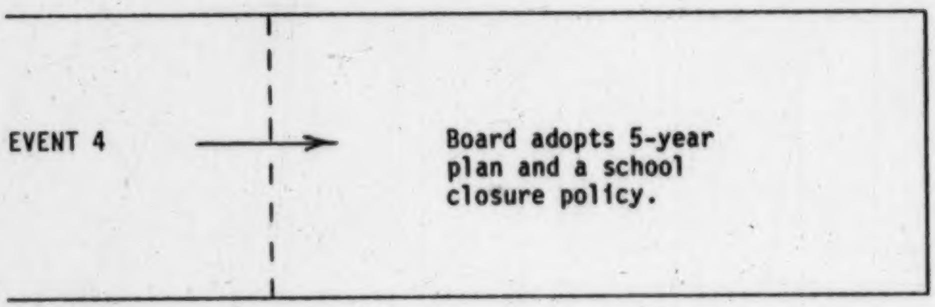
The issues of this final vote on the two proposals centred around three different positions held by the individual trustees. The first position was that the program offered in a large school was not significantly better than the program offered by small schools and it was an advantage to retain the small community schools.

The second position which was held by a number of trustees was that, logically speaking, centralization should take place. However, the majority of the voters did not want centralization and, since this is a democratic system, they would vote against any form of centralization.

The third position, which was also held by a number of trustees, was that centralization would produce a better educational program for County students at a lower price. They further argued that the only reason that the general public was not in favour of centralization was because it had not been provided with the necessary information (interviews with Board members and administration).

Outcome

Both the 5-year plan for school buildings and the school closure policy were passed at the Board of Education


EVENT 4
Board adopts 5-year plan and a school closure policy.

Issues:-

a) The quality of program
   in the small schools.
b) Should centralization take
   place when residents do not
   want it?
c) Centralization would result
   in a better education and the
   public needs to be informed.

Figure 22

Event 5: Choice of Solutions

meeting of March 6, 1985. The 5-year plan for school buildings was passed by a margin of eight votes for the motion and five votes against the proposal. The school closure policy passed by a ten to two margin (minutes of the March, 1985 Board meeting).

When the Board members were interviewed they were asked if they felt that the existence of this new school closure policy would assist the Board in any future school closure decisions that had to be made. The responses ranged from this policy being unnecessary and that it would provide very little help through to the opinion that it was an excellent policy and would provide a great deal of direction and assistance. The majority of the Board members felt that the policy, as adopted by the Board, was a good policy and that it would be of benefit in future deliberations on centralization in the County (interviews with Board members).

SUMMARY

This chapter has presented the descriptive data for the case study. In keeping with the conceptual model the data were divided in five events. In order to facilitate the interpretation of the data and to clarify each event, the environment, process, actors, issues and outcomes were described as proposed in the policy-making model that was previously outlined. The data were presented using both a symbolic and a narrative format.

In order to provide an overall view of the policy making process a graphic representation of all 5 events has been presented in Figure 23. This figure attempts to graphically portray the interaction of process, actors, and outcomes within the environment of the case under study.

Chapter 6 is a discussion of these events and of the data that were used to describe them.

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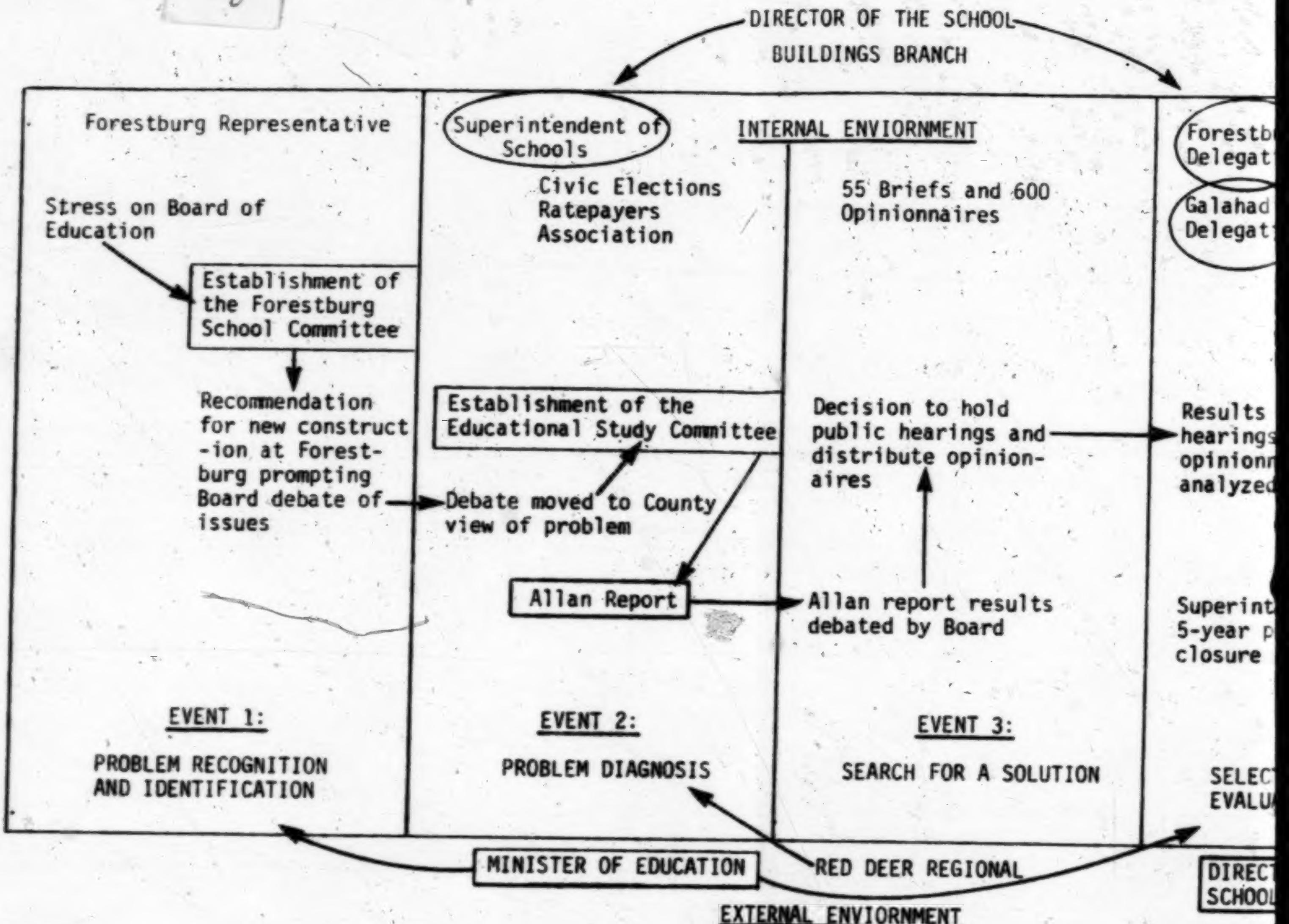
DIRECTOR OF THE SCHOOL BUILDINGS BRANCH
Forestburg Representative
Stress on Board of Education
Establishment of the Forestburg School Committee
Recommendation for new construction at Forestburg prompting Board debate of issues
Superintendent of Schools
Civic Elections
Ratepayers Association
Establishment of the Educational Study Committee
Debate moved to County view of problem
Allan Report
INTERNAL ENVIORNMENT
55 Briefs and 600 Opinionnaires
Decision to hold public hearings and distribute opinionaires
Allan report results debated by Board
Forestb
Delegat
Galahad
Delegat
Results
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5-year p
closure
EVENT 1:
PROBLEM RECOGNITION AND IDENTIFICATION
EVENT 2:
PROBLEM DIAGNOSIS
EVENT 3:
SEARCH FOR A SOLUTION
SELEC
EVALU
MINISTER OF EDUCATION
RED DEER REGIONAL
DIREC
SCHOOL
EXTERNAL ENVIORNMENT

EVENT 1 Issues

a) The condition of the Forestburg Elementary School.
b) The condition of the Hardisty School.
c) Declining student enrolments.
d) The Minister's request for a school closure.

EVENT 2 Issues

a) Should there be increased centralization?

EVENT 3 Issues

a) How much centralization should take place?
b) Can the county afford to retain the status quo.?

EVENT 4 Issu

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FIGURE 23

POLICY EVOLUTION

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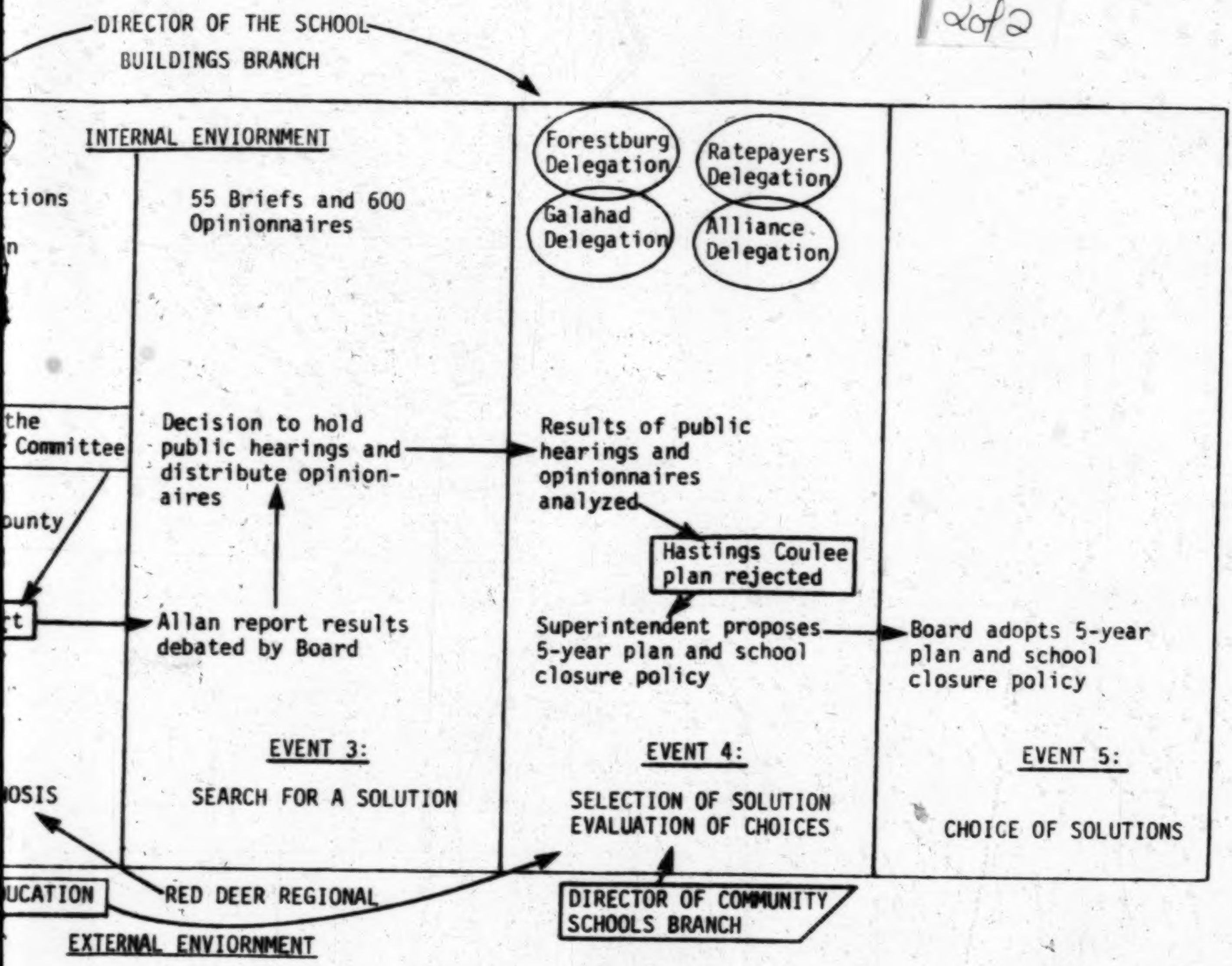
DIRECTOR OF THE SCHOOL BUILDINGS BRANCH
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Hastings Coulee plan rejected
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Allan report results debated by Board
Superintendent proposes 5-year plan and school closure policy
Board adopts 5-year plan and school closure policy
EVENT 3:
SEARCH FOR A SOLUTION
EVENT 4:
SELECTION OF SOLUTION EVALUATION OF CHOICES
EVENT 5:
CHOICE OF SOLUTIONS
OSIS
UCATION
RED DEER REGIONAL
DIRECTOR OF COMMUNITY SCHOOLS BRANCH
EXTERNAL ENVIORNMENT

EVENT 3 Issues

a) How much centralization should take place?
b) Can the county afford to retain the status quo.?

EVENT 4 Issues

a) How much centralization should take place?
b) Can the county afford to retain the status quo.?

EVENT 5 Issues

a) The quality of program in the small schools.
b) Should centralization take place when the residents do not want it?
c) Centralization would result in a better education and the public needs to be informed.

FIGURE 23

POLICY EVOLUTION

CHAPTER 6

DISCUSSION OF FINDINGS

In this chapter an attempt will be made to answer each of the questions posed in Chapter 1 from the data that have been gathered. The answers to these questions will represent the findings of the case study.

The following is a discussion of the findings related to each of the questions that were put forward in Chapter 1.

THE ENVIRONMENT

1. What conditions do the actors identify as having evoked the policy-making process under study?

The actors in the environment identified four conditions which combined to create sufficient stress as to invoke the policy-making system. The first of these four was the poor condition of the Forestburg Elementary School building. The second was the poor condition of the Hardisty School building. The third condition that created stress was the declining student enrolments that were occurring across the jurisdiction. The fourth was a letter from the Minister of Education explaining to the Board of Education that it would not obtain approval of any requests for school closures unless it had a written school closure policy and could show that the procedures used were in keeping with its policy.

The dominant condition which evoked sufficient stress to initiate the policy-making process was the poor condition of the elementary school building at Forestburg.

2. Were these conditions primarily identified with the external environment or the internal environment?

Three of these four conditions were identified with the internal environment, while the fourth was initiated by the external environment. The two school buildings which were in poor condition were both within the County boundaries as was the stress produced by the declining student numbers. The external environment provided stress through the request for a written school closure policy from the Minister of Education.

3. Who were the actors that initiated the process?

The process was initiated by an assertive Board member who was the urban representative for the town of Forestburg. This Board member initiated the establishment of a sub-committee of the Board of Education that had the mandate to find a solution to the Forestburg school building problem. This Committee was known as the Forestburg School Committee and it dominated the initial stages of the policy-making process.

4. What kind of pressures influenced the policy-making process that was employed?

The greatest single pressure that influenced the policy-making process from the external environment was the School Buildings Branch of Alberta Education. This pressure was present due to the funding formulas that would determine the amount of funding that would be made available through the School Building Regulations for new construction versus the amount of funding that would be made available through the Building Quality Restoration Program for the upgrading of school buildings. A major factor in the funding of new building projects was the jurisdiction's school building capacity utilization three years after a new building had been completed. If the school building capacity utilization was high then the amount of government support was also high. If this factor was low then the amount of support would also be low. Thus, there was a great deal of pressure on the jurisdiction to either renovate or to remove classrooms from its capacity count if it undertook new construction.

The amount of funding available from Alberta Education was a consideration that had to be taken into account by School Board members with every decision they made that affected the County's school buildings. The formula employed by the School buildings Branch encouraged bussing to empty classrooms wherever they existed within the jurisdiction and generally, the use and, if necessary, the renovation of existing school buildings rather than new construction.

This condition in the external environment was always a consideration throughout the policy-making process.

The internal pressures seemed to be united against any increase in the education budget. If only the surface rhetoric was taken into account then the initial conclusion could well have been that the 17 School Board members were speaking with a unified voice in this regard. Every Board member appeared to support the position that the educational expenditures of the County could not be increased. They were all in agreement that, the electorate had sent a clear message in the October, 1983 municipal election that no increase in taxation would be tolerated.

After numerous interviews with these Board members and other related actors a pattern seemed to be evident. The internal environment seemed to divide into three distinct groups. The first were those that actively supported the philosophy of the Rate Payers Association. This group had a nucleus of four County Councillors, all of whom had been elected in the 1983 civic election. The four board members could be considered a coalition. Their position was one of centralization and the use of existing classroom space. It was their argument that the small schools were too expensive to operate and that the small number of students from these communities could be incorporated into existing classrooms. Such action would allow for the closure of a number of smaller schools with a very large saving for the County tax payers. It was general for these four County

Councillors to vote as a block.

The second internal group that placed pressure on the policy-making system were the urban representatives from the larger towns in the County. These were the representatives from the towns that were not threatened by most centralization plans that were advocated. The membership in this group seemed to change depending on the issue and the degree of centralization that was being discussed. It should also be noted that members of this group usually reported, on a regular basis, to the local chamber of commerce and to the local town council. These two organizations appeared to have what Almond and Powell have described as elite status in the policy-making process. Their two points of view, which in most cases were very similar, held a great deal of importance to the elected representatives from these larger towns.

The position put forward by these two organizations was similar. They felt that the consideration of local business was very important. In the larger centres many of these businesses served a much broader community than that defined by the town boundaries and, consequently, in many cases members of these organizations thought in terms of this larger community and certainly did not want to take a position that would offend existing or potential customers. As one business man pointed out, he could not afford to be an outspoken advocate in favour or against centralization because he has customers on each side of the issue.

The third group of actors from the internal environment that had considerable influence on the process were the urban representatives from those towns that were threatened by centralization. Generally speaking these were the representatives from the smaller centers where student numbers had dropped to the point that program offerings were considered minimal. These representatives were under a great deal of pressure, from the parents and the business people of these towns to support the local school at all costs. The business argument was that if the school goes, then the town goes. The parents argued on the other hand, that bigger was not necessarily better. The gains of a broader program did not compensate for the extra bussing, the inability to participate in extra-curricular activities and the loss of personal contact with the school and the teachers.

These three groupings of actors were intended to provide a framework for the case study and from that point of view were general in nature. It has been pointed out that the membership in the three groups was not fixed and it changed depending upon the implications of the issues under discussion. In addition to this not every trustee reacted as one would predict based on three categorical explanations. At least one trustee held to a particular point of view regardless of the implications it might hold for his particular community. This kind of response was, however, the exception.

THE PROCESS

1. Who were the actors involved in the development of the plans or strategies to be employed? How were they involved?

Initially the policy-making process tended to be directed by one Board member and by the committee that he chaired. The size of the Board, 17 members, made it difficult for the Board as a whole to work on specific tasks. Consequently sub-committees of the Board were often employed to seek solutions to problems or to work on specific issues. Such committees had no direct power to allocate resources but only to make recommendations to the Board of Education. In spite of this restriction such committees held considerable influence in that the members were the ones that had the information on a specific problem and for that reason the recommendations of these committees were often accepted as the best possible solutions to the problems. Consequently these committees had a great deal of impact and indirect power.

Given this background it became evident that the actor who was most involved in the initiation of the policy-making process and the original strategies that were employed was the urban representative from the town of Forestburg. This member pushed the Board to find a solution to the Forestburg Elementary School building problem and he moved that a committee be established to do this. He was also named chairman of this committee and for the following 18 months directed its work.

When Alberta Education was invited to do a study of the educational future of the County the control moved from this committee to the committee that was established to act as the steering committee for this study. This committee was known as the Educational Study Committee (ESC), and seemed later to be dominated by Board members that supported the local Rate Payers Association. The ECS then became the major influence in the policy-making process. It made the recommendations to the Board to hold public hearings and to send out opinionnaires to householders in the County. This Committee was also instrumental in determining the four alternatives that were addressed in the Allan Report.

In the later stages of the policy-making process several Board members employed the strategy of orchestrating the use of delegations to influence Board decisions. They did this by providing special interest groups with information before it had been released by the Board of Education and, it was also suggested by some other Board members that these members also provided the delegations with tactics and strategies that were most likely to be successful. These delegations had a great deal of influence on the immediate decisions of the Board. As several members have stated, "it is very difficult to make an unpopular decision with 60 rate payers breathing down your neck!"

2. How closely were the plans and strategies followed? If they were not followed what were the reasons for the deviations? Who made these decisions?

The policy-making process of this case study was evolutionary in nature and moved from event to event, shaped by previous outcomes and new issues that were raised. In other words there was no overall plan established by which a policy would be developed. The strategies changed from event to event, being developed in much the same evolving manner as the policy-making process itself.

3. What were the major activities undertaken during the policy-making process? Can they be categorized in terms of their function in the policy-making process?

These were the 5 events of the policy-making process. These events or activities were adopted from the classification system of Mintzberg, et al (1974). They were the 1) recognition of the problem, 2) diagnosis of the problem, 3) search for a solution, 4) selection of a solution - evaluation of choices, and 5) choice of solutions.

4. For each of the major categories of activites that are identified:

a) who were the actors involved and how did they participate?

b) what were the issues surrounding each of these major categories of activities perceived by the actors?

c) what environmental changes, if any, took place from one major activity to the next?

d) what were the boundaries of the policy-making system and did these boundaries shift as the process moved from one major category of activity to the next major category of activity?

e) what interactions took place between the actors and the environment? Can these interactions be documented?

The data referring to each of these questions on actors, issues, environmental changes, boundaries and interactions have been dealt with in detail in Chapter 5 of this dissertation and this analysis is considered to be too extensive to be repeated in this Chapter.

THE ACTORS

1. Who were the actors who were included in the policy-making system? What was the basis for their inclusion in the process?

The actors from the external environment that participated in the process did so in an advisory capacity or were invited to work on specific tasks. In each of these cases the actors were from Alberta Education and were chosen because of a particular contribution they could make.

The actors who had the most direct influence on the policy-making system were undoubtedly the Board members themselves. However, they were influenced significantly by other actors in the internal environment (see the response to question A.4 in this section).

The Superintendent of Schools, like Alberta Education, was used in an advisory capacity and to undertake specific tasks. He was seldom asked for a solution but more often he was asked to supply background data that would facilitate Board decision-making.

2. Did these actors perceive themselves and others as representing specific interest groups? Can these groups be categorized?

The description of the Board members and the groups that they represented was given in detail in question A.4 of this section.

The Superintendent of Schools felt that he was representing the students when he was dealing with the Board of Education. He felt an obligation to keep their best interests before the Board so that they would be considered before any decisions were made. When he was addressing the public he felt an obligation to put forward the Board's point of view, as he felt that he was representing it (Interview with the Superintendent of Schools).

The external actors from Alberta Education were united in their opinion that they were representing the Minister of Education in any of their dealings with the County.

3. Were these actors predisposed to particular policy alternatives? To what extent did each feel that the final policy statement incorporated their preferences?

The external actors did not have a final policy alternative preference. The internal actors, on the other hand, all had policy alternative preferences. The majority of the Board members were satisfied with the policy outcome. However, a small number of these actors were not satisfied with the outcome and they felt that the newly adopted school closure policy would not resolve any of the difficulties faced by the County. On the other hand, the decision to retain the status quo, as well as build new schools at Forestburg and Hardisty was seen as a "caving-in" to parental pressure by a number of trustees. This group of trustees was a coalition of those who identified with the philosophical position of the Rate Payers Association.

Many of the other Board members and the parent group spokesperson contacted were not only satisfied with the outcome of the policy-making process but several people suggested that if the school closure policy that was the outcome of the process had been in place five years before, then the whole debate about centralization would not have taken place. School reviews would have been handled automatically and without the necessity of such a demanding process.

4. Did actors perceive of themselves as having more

or less power in relation to specific issues that arose? Can these differences be explained?

In general, the members of the Board of Education expressed a feeling of powerlessness in their ability to influence the outcome of issues and the policy-making process. For example, the Reeve of the County expressed a great deal of frustration in not being able to introduce any change into the existing situation. He said that he felt that he had been able to accomplish absolutely nothing during his tenure in office. He had been elected in 1983 on a Rate Payers platform and felt he was unable to effect the kind of change he felt was necessary.

The Chairman of the Board of Education expressed somewhat the same kind of concern about being able to bring about any kind of change within the existing system. A number of the Board of Education members blamed this on the County system of municipal government. They felt that a 17 member Board of Education was simply too large to get anything accomplished. They also expressed concern that "the education side of the County system took a back-seat to the municipal side." In other words they were concerned that the municipal problems seemed to receive more time and energy from the County Councillors than did the educational problems.

The only persons who seemed to feel that they had had any direct influence in the outcomes of the policy-making process were the leaders/spokespersons for the two large delegations that made representation to the Board of Education regarding the retention of their schools in their home communities.

5. Were there specific actors or collection of actors who were seen as being dominant in the process? If so, what strategies were employed by these actors?

No one actor or group of actors were identified as being dominant in the process. Several actors were seen as exerting influence at different times during the process, but none was considered to be dominant in the total policy-making process.

THE ISSUES

1. How were the primary problems initially identified and what were the pressures that made the problems a focus for policy-making activity?

There were four problems that were initially identified as issues and produced the conditions to start the policy-making process. They were:

i) the condition of the Hardisty School building (referred to as a fire-trap). The problem was brought to a head by a very negative fire report from the fire inspector.

ii) the condition of the Forestburg Elementary School building (described as falling down). The problem was brought to the attention of the Board of Education by the principal of the school and by the complaints of parents from the Forestburg area.

iii) the continuing decline of student enrolments in schools across the County. This was not a new phenomenon but simply continued to make a bad situation worse.

iv) a letter received by the Board of Education on May 6, 1981 from the Minister of Education explaining that he would no longer be prepared to approve any requests for school closures unless the Board making the request had a written school closure policy and could show evidence that it had followed this policy.

These four issues were all present in Event 1, however, only the problem of the Forestburg Elementary School building placed enough stress on the Board of Education to receive immediate attention. This was due to the assertive approach taken by the urban representative who was from Forestburg at that time.

2. Were the issues relating to the problem clearly defined in the initial stages? Did these definitions change during the course of the policy development? If so, what were the reasons for these changes?

At no place in the initial stages of the case was there evidence of an attempt by the Board to define issues related to the problems. New issues were introduced as the policy-making process evolved. These issues were usually raised from the internal environment, either by Board members themselves or by members of the communities where school closures were threatened.

3. What were the relationships between these issues that were identified?

Most often when issues were raised they were raised because it was felt that they would support a position. For example, if actors were opposed to centralization then they might raise the issue of excessive bussing distances and the effect that this might have on students. On the other hand, if actors were supporters of centralization then they might counter by raising the issue of program and the advantages that centralization would hold for students by being able to provide them with a broader program offering.

These arguments or issues were very rarely supported by facts and/or figures. Claims were made on both sides, and most often with little or no documentation to support them. However, they were often accompanied by a great deal of emotional fervor.

THE OUTCOMES

1. Did the actors perceive that the outcomes resolved the problem as it had been identified?

The majority of the Board members felt that the new school closure policy would insure that each community was treated fairly. The majority also felt that the fact that the Board now had such a policy in its policy handbook was a good thing. However, not all Board members felt this way. One member felt that the establishment of such a policy was a waste of time and would make no difference in future deliberations in that area. On the other hand, several Board members indicated that they felt that had the Board had such a policy five years ago that it would not "be in the mess it is in today."

The 5-year plan for school buildings, on the other hand, was passed by the Board but not really accepted by the majority of the Board members. Most Board members felt that this plan was an option that was too expensive and wasteful in that many classrooms would remain empty while the plan would call for new construction to take place. In spite of this many of these same Board members voted in favour of the plan because "the majority of the electorate want it and we are a democracy." Other Board members referred to this position as "caving in."

2. Were the outcomes interrelated? If so, how?

In many respects the school closure policy evolved from the development of the Board's 5-year plan for school buildings. It was through the development of this plan that the issues involved in the closure of schools began to surface.

The initial reaction of the Board of Education to such a policy was that "we don't need one --- when the school becomes small enough the community will close it." Then, as the Board began to deal with the school building problems of Forestburg and Hardisty, questions began to be asked. For example, what constitutes a minimum enrolment for an acceptable school program? How much does it cost to operate a small school compared to the costs of operating a larger centralized school? How important is a school to the continued existence of a community? These and many other questions were raised and some were later identified as issues that should be addressed in any review of a school for possible closure (See County of Flagstaff school closure policy - Appendix E).

3. To what extent did the actors feel that the outcomes were logically consistent?

The majority of the members of the Board of Education seemed to feel that the policy on school closure was a good policy and logically consistent, however, many doubts were raised regarding the accompanying 5-year plan for school buildings. As previously indicated very few Board members felt that it was a logical outcome that the construction of new school buildings should take place while classrooms sit vacant a few miles away. A number of Board members also expressed a great deal of concern that program issues had not received the kind of attention that were required in order that a creditable decision could be made regarding the educational direction for the County.

After completion of the interviews with the members of the Board of Education one was left with the feeling that quite a few members felt that they had somehow been forced to vote in favour of a plan that they did not really want and that they had only voted this way to satisfy the Forestburg and Alliance residents. Some of the members also seemed to feel that it did not really matter how they voted on the plan because the decision as to whether to build a new school at Forestburg would go to plebescite and it would be lost. Therefore, whether they voted for or against the plan was not all that important.

SUMMARY

A number of questions were posed when the problem of this case study was stated. In this Chapter an attempt has been made, based on the data collected from the Board of Education meeting minutes, the minutes of various sub-committees of the Board of Education, correspondence files, reports and interviews, to answer these questions. The answer to these questions represent the findings of this study.

Chapter 7 provides a summary of the study, the conclusions that have been drawn from the study, as well as the implications for practice and for further research.

CHAPTER 7

SUMMARY, CONCLUSIONS AND IMPLICATIONS

INTRODUCTION

This chapter outlines the conclusions and the implications that the study may have, both for practical application as well as for future research in the area of policy development and in the area of organizational theory.

The Purpose of the Study

The purpose of this study was to examine a single case of policy-making within a rural Alberta county school system in an attempt to clarify the policy-making process.

The Nature of the Study

The focus of this study was on how policy was developed. It examined the process by which alternatives were generated and choices were evaluated.

The Significance of the Study

This study was considered to be significant for several reasons. They were:

1. The problem central to the case study was declining student enrolments and school closures. These two problems were also present and significant in almost

every other rural school jurisdiction in Alberta. Therefore, it was hoped that a detailed description of the policy-making process might be of assistance to other jurisdictions of similar circumstance.

2. A review of the related literature indicated that little has been done to further the understanding of the policy-making process in policy formation. It was hoped that this study would contribute to a better understanding of this process.

3. It was also hoped that further development of the conceptual model employed by this study might prove useful to the analysis and/or comparison of other such cases.

The Methodology Employed in the Study

The case study was the methodological approach used in this research. The primary reason why the case study methodology was employed was that it allowed the full complexity of the policy-making process to be taken into consideration. However, certain cautions had to be taken due to concerns about the lack of validity of this approach.

In order to address these concerns a number of safeguards were incorporated into the study. These were:

1. Credibility (internal validity)
2. Transferability (external validity)
3. Dependability (reliability)
4. Confirmability (objectivity)

The Conceptual Model Employed in the Study

None of the models described in the related literature appeared to be sufficiently comprehensive to adequately deal with the policy-making process that was likely to be employed by a county school system in rural Alberta. Consequently, in order to provide a model that was sufficiently comprehensive, several models were combined.

Taylor (1980) also found it necessary to combine the work of several theorists in order to analyze the process used in policy-making at the University of Calgary. Taylor's work has provided the framework for this study. However, several modifications were made to adapt his model to the more open public school system.

The model that was developed divided the policy-making system into a number of events. Each of these events was sub-divided into 1) environment; 2) process, 3) actors, 4) issues, and 5) outcomes. This model is schematically depicted in Figure 14 on page 57 of this dissertation.

The Data Collection and Analysis

The first step in the data collection was the collection of "paper documents" related to the case study. These were such documents as minutes from Board of Education meetings, minutes of committee meetings, correspondence relating to the case study, as well as pertinent reports. Based on this information, a chronology of the case study was prepared and a preliminary list of the actors was compiled.

This preliminary list of actors provided a guide for the second phase of data collection. This phase consisted of extensive interviews with those actors. The interviews were loosely structured (see Interview Guide in Appendix B). These interviews were recorded and analyzed in accordance with the conceptual model used for the study.

As was the plan of study, extensive notes were made on each of these interviews and the contents of the interview were sorted in accordance with the classification system that was established in the conceptual model.

CONCLUSIONS

The conclusions of this study have been presented under three headings. Under the first heading are those conclusions that have been made regarding the abililty of selected models to explain the policy-making system employed by the county school system of this particular case study. The second set of conclusions have been made regarding the appropriateness of selected methodological approaches to the study of county school system policy-making. Under the third heading are a number of conclusions that have been drawn from the observations of the case study.

Descriptive Models in County Policy-Making

A number of different models of policy-making were reviewed in Chapter 2 of this dissertation. The conceptual model employed in this study was developed by using various aspects of these models.

The data collected from the review of the specific policy-making system under study has been presented in Chapter 5. These data have been used as the basis for conclusions that have been formed about the applicability of these particular models to the policy-making process within a Board of Education in a rural Alberta County.

The Rational Model

This model has been based on the concept of maximizing the net value achievement. That is, all relevant societal values are known, and can be weighted. Once this has been done it is simply a matter of calculating which alternative is most efficient. Of course, given that the policy-maker is required to have this information the model has been described as an "ideal" model and one that would be highly unlikely to be attainable in the political environment of public education.

As has been noted in Chapter 6 the policy-making process under review was evolutionary in nature and at no time in the early stages of the process were the problem or problems clearly defined. An attempt was made through the analysis of the opinionnaire results to assign a weighting to each of the four alternatives that had been put forward. However, the majority of the Board of Education members questioned the validity of the weightings. Many members felt that the householders who completed these opinionnaires did so without sufficient background information. As one Board member put forward the argument "the School Board does not have any background information upon which to make these decisions, so how could be public be expected to know." This was, of course, correct. There were no costs associated with the alternatives, no program implications, nor was there any bussing information.

When the final vote was taken accepting the 5-year plan and the school closure policy, there was still not the required information available to apply the rational model. However from the point of view of the rational model, alternatives had been generated, information had been provided in terms of student enrolments and renovation costs and also an attempt had been made to solicit and weight public opinion.

Therefore, it was concluded that **the rational model was helpful in the explanation of County Board of Education policy-making in this instance.** This can be argued because specific examples of the rational model were identified.

The Incremental Model

Lindbolm (1959) argued that, due to time restraints, the costs involved and the limitations of intelligence, that policy-makers abandon the rational model and adopt a more conservative process of decision-making. He called his suggestion the incremental model.

Dye (1981) wrote that not only were these arguments correct but that because of the heavy investment in existing programs it is often politically more expedient to make incremental rather than any major changes in existing systems.

During the course of the interviews that were conducted several County Board of Education members suggested that the reason why the public were so supportive of the status quo was due to poor strategy on the Board's part. They suggested that the alternative of closing all three of the existing high schools and centralizing to one larger high school was simply too large a step in the centralization process. It was their feeling that had the Board suggested only one small move at a time, and shown that these moves could be advantageous, then the concept of centralization could have been achievable.

Of course this did not happen, and no centralization occurred. In spite of this, however, the arguments put forward by these Board members did seem to hold some validity. Therefore, it is being suggested that the study does support the conclusion that **the model of incremental policy-making is applicable to County Board of Education governance.**

Open Systems Theory and Political Organization.

Almond and Powell (1966) examined political organizations through the concept of relationship between interdependent parts. In their work they introduced the concept of internal and external environment. A second concept that they had discussed, which seemed to be most appropriate to this study was the distinction between elite interest groups and the masses. Elite interest groups often hold great influence on decision-makers and, consequently, have a disproportionate representation of their particular point of view.

As was apparent when the findings of this study were reviewed, the work of Almond and Powell greatly assisted in the interpretation of the data. A clear distinction was easily made between the internal and the external environment in the study. This distinction could be made not only on geographic location but on the kind of input that each had in the decision-making process. The actors in the external environment set some broad general guidelines for the decision-making process and acted in a consulting capacity. The actors in the internal environment were directly affected by the decision of the Board and, consequently, attempted to influence this decision directly.

There were a number of special interest groups apparent in the study. Some of these groups had direct access to members of the Board while others did not. Several of these groups were certainly examples of what Almond and Powell referred to as elite interest groups. Two examples of such groups elite status interest groups are the town councils of the larger towns in the County and the chambers of commerce in the larger towns. The Board members that represented these communities attended the meetings of these two organizations on a regular basis. They reported Board decisions to these organizations and heard their concerns and opinions.

Almond and Powell also discuss coalitions, self-interests and power groups as factors in the political process. All three of these factors have been identified in this case study. An example of a political coalition were the four County Councillors who identified with the philosophical position held by the Rate Payers Association. They tended to vote together on issues and supported one another in discussion and debates. The concept of power was witnessed through the use of delegations at Board of Education meetings. The concept of self-interest is apparent when applied to the local business persons who refuse to take a stand on an issue for fear of alienating any of their customers.

Therefore, it was concluded that some aspects of the **political system described by Almond and Powell were apparent in the policy-making system employed by the County Board of Education.**

Methodological Approaches to the Study of a County Based Board of Education Policy-Making

Four models that address methodological approaches were reviewed in Chapter 2 for their applicability to this study. They were also used in the conceptual model that was employed in the analysis of the policy-making system used by the Board of Education.

The purpose of this section is to review the role that these four models played in the conceptual model that was employed and assess their usefulness as a methodological tool in such case studies.

The Public Policy Flow Model

Simmons, Davis, Chapman and Sager (1974) argued that policy-making takes place in a dynamic milieu and policy will be shaped by a number of influences that are not understood by most observers and sometimes not even by the actors themselves. They identified three primary components of the policy-making process. These were: 1) actors, 2) environment, and 3) the interactive process.

These components were identified as central to the policy-making process under study. Therefore, it was concluded that **the public policy flow model was valuable in its contribution to the methodological approach employed in the understanding of policy-making in a county setting.**

The Policy System as a Vehicle for Decision-Making

This political model was developed in an attempt to analyze the planning process in policy-making. In order to do this the authors of this model have argued that it is imperative to understand the relationships between the internal actors in the policy-making process and the relationships between the internal actors and the external actors in the process.

This relationship was central to the conceptual model that was employed in this study and, consequently, their model made a valuable contribution to the analysis of the policy-making process. Therefore, it was concluded that **the public system model has a contribution to make to the understanding of how policy is developed by a county Board of Education.**

The Structure of Unstructured Situations

The contribution of this model was to the understanding of temporal dimension of the system. Mintzberg, et al, (1976) contended that actors usually enter into policy-making processes with little understanding of exactly what the problem is or just what the solution is likely to be. They further argued that it is only by "grouping through a recursive, discontinuous process involving many difficult steps and a host of dynamic factors" (1976:251) that a final choice can be made.

Again, this model was found to be extremely useful in understanding strategies that were employed by actors throughout the policy-making process. Therefore, it was concluded that **the model referred to by Mintzberg, et al (1976) made a valuable contribution to the understanding of the policy-making system employed by the County Board of Education.**

The Taylor Model

Taylor (1980) employed a combination of these models in his analysis of a case study in policy-making at the University of Calgary. It was Taylor's model that became the basis of the methodological approach that was used in this study.

Some changes were made to Taylor's model in the development of the conceptual model used in this dissertation. These changes were, however, minor and did not change or otherwise modify the major elements of the model. Not only did Taylor's model provide the structure for the collection of the data, it also provided the rationale for the analysis of the data and an understanding of the policy-making process.

Therefore, it was concluded that **the model employed by Taylor in his study of policy-making at the University of Calgary was appropriate for use in the study of policy-making in a County system in rural Alberta.**

The Substance of the Case

The previous section has dealt with conclusions regarding the appropriateness and the applicability of selected models and methodological approaches to the analysis of this case study. It would seem that it would also be appropriate to form conclusions regarding those dimensions of the case which have been considered to be substantive in the study.

Environment

The external environment, and in the case of rural school jurisdictions in the Province, Alberta Education appeared to establish guidelines which have to be considered during each step of any policy-making process involving the use of school buildings. These guidelines do not dictate the final policy choice, however, this external factor does determine the amount of financial support that will be received for each building project. The final decision remained with the Board of Education but financial considerations were paramount throughout the policy-making process.

Therefore it was concluded that **the external environment had an important impact on the policy-making process of the Board of Education.**

The internal environment also had an important impact upon the policy-making process. Many of the actors or groups of actors could be defined as elite interest groups in that they had direct access to members of the Board of Education. In the larger centers these elite interest groups were the town councils and/or the local chambers of commerce, in the smaller centres informal parent organizations were formed on an ad hoc basis to deal with problems as they arose. These groups had direct contact with the Board member who represented their area. In addition to this, these groups occasionally attended Board of Education meetings and provided a powerful influence on the decisions made by the Board. Therefore, it was concluded that **the internal environment had direct and**

substantial influence on the decisions that were made by the County Board of Education in the policy-making process.

Not all of the conditions that were sources of stress from the environment could be served by the policy-making system. Some of the demands from the environment were in opposition to one another and consequently could not be satisfied. For example, the Rate Payers Association placed a great deal of pressure on the Board of Education to "hold the line" on educational expenditures. On the other hand, the Forestburg parent group, and the delegation it sent to several Board of Education meetings, demanded that a new elementary school be built in their town. Therefore, it was concluded that **the satisfaction of one group in the environment may mean that a second group would be dissatisfied.** In other words, very little compromise was possible in this situation.

Process

As has been pointed out previously, the policy-making process of this study was evolutionary in nature, with the next event being determined by the outcomes of the previous event. No attempt was made in the initial stages to develop a plan that would generate the desired outcome. No comprehensive diagnosis of the problem was undertaken, nor were any timelines developed. The process seemed to be much more a matter of developing strategies to react to the issues of the moment than an attempt at a comprehensive plan for action. Therefore, it has been concluded that **the**

ability of either the Board of Education members or members of the administration to exercise control over the process was much more dependent on their ability to predict political responses than to apply the rational model of policy-making in this County education setting.

The second conclusion deals with the responsiveness of the Board of Education to the political pressures that were applied. As previously reviewed the results of the presence of a large delegation on the members of the Board of Education were quite effective.

Therefore, it was concluded that **the existence of political pressure evoked immediate response on behalf of these County Board of Education members.**

Actors

Throughout the policy-making process the actors, particularly from the internal environment, moved in and out of the system, depending on the issues and the degree of threat that they felt was being applied to their school and their committee. The greater the preceived threat the more vocal was the response on behalf of the committee groups. Therefore, it was concluded that **the degree of participation of the actors from the environment appeared to vary with the amount of threat that they perceived to their committee.**

Issues

The issues changed as the policy-making process evolved. The initial issues were never really defined and, as a consequence, new issues were added as the system progressed. It was also evident that, as these issues were raised, they were added to the agenda and an attempt was made to deal with each. Therefore, it was concluded that **the introduction of policy issues could be used as a tactic to delay the decision-making process.**

Outcomes

As pointed out in Chapter 5 the outcome of the policy-making process was the adoption of a 5-year plan for school buildings in the County and a school closure policy. Both of these policy outcomes were drafted and brought forward by the Superintendent of Schools. Therefore, it was concluded that **the policy statements often originate from persons in the formal administrative structure in counties rather than from the interest groups in the environment.**

The Superintendent of Schools had drafted the policy statements on the basis of the results of the debates that had taken place at the Board meetings. He attempted to bring forth policy statements that he felt would be compatible with the wishes of the majority of members of the Board of Education. Therefore, it was concluded that **the administration in the employ of a Board of Education produce policy statements on the basis of the wishes of that Board.**

Policy-Making in a County System Compared to a University

It was Taylor's (1980:224) findings that policy-making in a university setting could be viewed

> . . . . as a network of policy-making systems, each of which is temporary in nature and is initiated in response to stresses in the institution's operating environment. Each policy-making system is itself a network of issues and actors who function in interaction with their environment, proceeding in a heuristic manner toward a vaguely defined policy goal.

After much study of the policy-making system that has been employed by the Board of Education in the County of Flagstaff it was agreed that this system closely resembled the system described by Taylor. The actors of Taylor's system were not elected but were employees of the University, however, most of the generalizations in the previous quotation made by Taylor are also applicable to policy-making by a Board of Education in a County system in rural Alberta.

IMPLICATIONS

In keeping with the original design of the study, the implications are presented under two headings. The first will be those implications which involve the practice of policy-making by a Board of Education. The second set of implications will be aimed at research in the fields of school system governance, public policy-making or organizational theory.

Implications for Practice

The degree to which the individual actors, particularly the elected officials, responded to the environment had a great deal to do with determining the direction of the policy-making process. This would imply that careful consideration should be given to the option of involvement of others in the process. The evolutionary nature of the process could also have been more controlled had a greater degree of planning gone into the policy-making system.

The case study has shown that this policy-making process was not a planned process but evolved from event to event. This should not be taken as a criticism of either administrators or Board members connected with the case study. Policy development has become a field of study in itself and very few people in education in rural Alberta would consider themselves as experts in the field. This lack of a planned approach to policy development was a factor in the Board of Education's inability to deal decisively with the policy system. The object of the process changed from event to event in the early stages and was never clearly in focus until Event 4. If the County of Flagstaff Board of Education had a policy on how policy was to be developed, and if this policy were accompanied by the necessary guidelines and procedures, the policy-making system would have been much more clearly focused from its' inception.

It is further suggested that the lack of planning in the policy-making process extended the length of time that was required to produce a school closure policy. In addition this lack of planning led to inappropriately timed activities. An example of this was the three days of public hearings that were held without the public having any information on the program implications of the four alternatives to which they had been asked to respond. Therefore, it is concluded that the length of time that it took to develop a school closure policy could have been shortened considerably if a greater amount of planning had occurred at the initial stages of the process. If more time and debate had been spent in the identification and the diagnosis of the problem, then the process could have been more clearly mapped and the required information could have been identified. This would have placed the process on a more rationale basis and would have reduced the political aspects of the policy-making system.

Even at the time that the final decision was made to approve the County's 5-Year Plan (see Appendix E) a great deal of the information that should have been considered was still not available to Board of Education members. There had been no program information, no transportation information nor any financial information available on the four alternative education scenarios that had been put forward for consideration. Without this kind of information a rational decision would appear to be impossible. There are a number of criteria that should be taken into consideration prior to such an important decision being made. Consequently these criteria should have been addressed in a school closure policy, as is the case with the County's newly developed policy. (See Appendix D). These are listed below.

a) The location and suitability of alternative school accommodation for the students involved.

b) Program implications for the students, both those currently in the receiver schools and those who are to be transfered.

c) The program implications, if any, for other schools in the County.

d) Transportation needs and implications.

e) The effect on the social environment of the community.

f) Factors relating to the school building:

i) the age and life expectancy of the building proposed for closure. This also should include upgrading requirements to meet Provincial Code standards.

ii) building modernization requirements.

iii) general suitability to educational program needs.

iv) utilization factor of the school building.

g) The educational and financial impact of the closing of the school, including the effect on operational costs, outstanding debentures, and the capital implications.

h) The financial and educational impact of not closing the school.

i) The capital needs of the receiver school due to the proposed enrolment increase.

If this information was available the members of the Board of Education would have been able to make a more informed and consequently, a more rational decision on whether to close a school or not. Without this information then decisions would appeared to be made on more of a political basis.

Many of the members of the Board of Education expressed dissatisfaction with the lack of consideration given to the educational implications of centralization. The Board members were not, of course, professional educators and should not have been expected to make these decisions without assistance from their professional staff. One way of dealing with this problem would be to establish two or more types of structures for policy development. For example, there might be a policy-advisory committee established that would make the policy recommendations to the Board of Education on purely educational matters. This committee would be made up predominantly of professional educators with one or two Board members and perhaps a parent from each of the communities that might be affected by the policy.

A second type of policy advisory committee could be established to deal with the politically sensitive aspects where policy was to be devloped. This committee would be made up, predominantly of Board members. It could, of course, have professional representation as it might have representatives from interest groups that would be affected by policy recommendations made by this committee.

An area designated for policy development would not have to be submitted to only one of these two committees. Portions of policy area could be referred to each of the committees. In the development of a school closure policy, for example, the first committee might deal with and make recommendations regarding the educational and program implications of centralization. The second committee might be charged with the responsibility of obtaining public input necessary for the bargaining and compromise required when dealing with a number of different interest groups.

The number of these committees is less imporant than is the need for the involvement of the various interest groups. On any politically sensitive policy decision there should be an avenue for the on-going involvement of those people who have potential to be affected by the decision that may be made. In the case reviewed for this study had committee representatives from Forestburg, Alliance and Hardisty served on the Educational Planning Committee it is unlikely that delegations of angry citizens from these communities would have found it necessary to confront the Board of Education.

The case study also has implications for the use of confidentiality during the process. When confidentiality is used without a sound rationale at the committee or board level then it would appear to invite suspicion and the potential for conflict. Open discussion should be encouraged, wherever possible, throughout every stage of the policy-making process.

Implications for Research

A number of variables have been identified in this case study and certainly the possible relationships between some of these variables would provide the basis for future research. Taylor (1980) suggested a number of implications for research from his study and several of these would seemed to have remained as appropriate bases for further study.

This study confirmed Taylor's suggestion that the behaviour of the actors involved in the policy-making process varied according to their perceptions of the environment. However, this proposition might be tested in different circumstances with different environments and with different issues.

In this study, as in Taylor's, the administration had limited control over the policy-making process. Further research is required to determine whether this was due to an inability to foresee and accommodate the political nature of the process or whether administrators are more likely to encourage the elected officials to control the process if the issues are perceived to be politically sensitive.

Actors in the process and in particular, the parents of students affected by the policy decision, are inclined to make their decisions with regard to centralization issues on factors other than those concerned with educational programs. It would appear that these actors make their judgments on other factors and then rationalize the kind of educational program desires so that it fits the judgments that have been made. Consequently it would appear that such decisions are made for community reasons rather than educational reasons.

Another area for research should centre on the direct comparison of the effectiveness and efficiency of a country Board of Education with district or divisional Boards of Education in policy development. For example, does the greater number of members on a county Board of Education slow the policy-making process? Does the larger membership provide improved feedback to the electorate within a county? These and numerous other comparisons could be made between both the effectiveness and efficiency of the systems of educational governance employed in the Province of Alberta.

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APPENDIX A

COUNTY OF FLAGSTAFF

BUILDING SURVEY

COUNTY OF FLAGSTAFF BUILDING SURVEY

by

E. Clayton Allan
Associate Director
Alberta Education
4920 - 51 Street
RED DEER, Alberta
T4N 6K8

ENROLMENT TRENDS

Over the past decade the student enrolment of the County of Flagstaff have shown a steady decline. In the 1972-73 school year the official enrolment of the County was 2,551 students. Table 1 shows the decline that has taken place over the past 5 years and also projects student enrolments for the next 5 years.

Between 1978-79 and the current school year the total school population for the County dropped from 2151 to 1868. This is a decline of 287 students. Over the next 5 years the enrolment projections see this trend disappear. The student population begins to stabilize. The projection indicates a total of 1915 students for the 1988-89 school year. This is most significant for the County of Flagstaff. It becomes much easier to plan and to balance the educational budget when the student population is stable. The amount of revenue that a school jurisdiction receives is directly related to the number of students that it has enrolled in its schools.

The long range student numbers look extremely positive for the County of Flagstaff. The past school year (1982-83) would seem to be the low for grade one enrolments in the County. (See Table 2) The 139 grade one students enrolled last year is the lowest grade one class in the County in a number of years. The number of grade one students projected for entry into grade one continues to increase over the next five years.

These increased numbers will take a few years to work through the system. The overall results will, however, see a dramatic increase in the total students enrolled in the County a decade from now. This will, of course, impact on the school building situation.

The number of students enrolled at the junior high schools (see Table 3) and the senior high school (see Table 49) will not see the fruits of these increased enrolments for a number of years. The low enrolment at the junior high level would appear to bottom out about 5 years from now, while the senior high enrolments will be at their lowest 6 or 7 years from now.

JURISDICTION BUILDING UTILIZATION

The current School Building Branch formula for determining the amount of Provincial support for any new building done within a jurisdiction is dependent upon the percentage of utilization of the remaining schools within that jurisdiction. This formula is based on the life expectancy of a masonry building of 50 years and the life expectancy of a frame building of 35 years.

Table 5 shows the number of student places that have been assigned to each building in the County as of the 1983-84 school year, as compared to the total student enrolment. When these two figures are compared we find the County is currently rated as having a 75% school building utilization. Due to the age of some of the County's schools we find that this utilization will be increased to over 100% by the school year 1988-89.

This means that, under the current Provincial government formula, the percentage of support paid by the School Buildings Branch will increase considerably in the next few years.

ALTERNATIVE #1

The first alternative to consider would be the construction of one centrally located high school which would serve all of the high school students residing in the County of Flagstaff. Such a school should be located as close to the geographic centre of the County as possible and should be sized to accommodate approximately 500 students.

This number of students might warrant a small composite high school with a few vocatinal classes. Similar kinds of schools are currently being operating at Lacombe (608 students), Ponoka (586 students) and Stettler (527 students). These schools run relatively comprehensive vocational programs and with approximately 100 fewer students the County of Flagstaff may be able to offer a small number of vocational programs.

There are a number of considerations that would require further study before this alternative could be seriously pursued. These are:

What are the implications for bussing in the County? How much additional bussing would be required? How much longer would students be required to ride the bus each way?

What would be the total cost of the construction of a new comprehensive high school? What would be the County's share of the expense of constructing such a school?

What would be the cost of equipping a comprehensive high school? What would be the County's share of such costs?

What would be the cost of staffing and operating such a school? What portion of this money would be recovered by the removal of the high school programs from the three County schools where they currently operate?

Advantages

A broader high school program. This would provide more alternatives for the "non-academic" students or to those students who are not university bound.

Moving the high school students to a new centralized school would leave much needed space at Forestburg. It would also allow for the movement of the elementary students at Daysland into the newer building. This means that the older school could be closed.

Disadvantages

Locating a centralized high school might lead to considerable disagreement. (For example it might create a battle between Sedgewick and Killam)

Withdrawing the high school services from the three centers where they are currently located may lead to discontent within these communities.

Despite the closure of the 3 small high schools costs of a new composite high school may well be higher.

There might be considerable more bussing and more on-bus time required.

ALTERNATIVE #2

A second alternative might be the retention of the current attendance boundaries, but with new additions being added to the Forestburg and the Hardisty Schools. The form that these additions might take have varying possibilities, but the main purpose would be to retain the current attendance boundaries. This would see the continuation of the three smaller high schools within the County.

Questions

What are the possibilities in terms of additions in these two centres? A new permanent structure or addition? Module type additions to existing buildings?

What would the total cost of each of these alternatives? What would be the County's share of these costs?

Advantages

This would retain the status quo in each of the communities and lead to the least amount of local disruption.

Disadvantages

It would mean the continued operation of the three small high schools and a minimal program offering at each.

This would still leave some decisions to be made regarding the future of the school at Alliance.

ALTERNATIVE #3

This alternative would see the reassigning of attendance boundaries in such a way as to make more effective use of the schools at Heisler and Galahad. These two schools are probably the most structurally sound of any of the schools in the County and they are not being utilized to anything near their potential.

This alternative has been outlined in more detail under the sections of this report which deal with the two schools.

Questions

How would the communities of Forestburg and Alliance be likely to react to the reassigning of attendance boundaries?

What kinds of bussing problems would this alternative be likely to create?

Advantages

This alternative would likely be the most attractive from an economic point of view. It would make use of existing schools and allow the closing out of the older portions of the buildings at both Forestburg and Alliance.

This alternative would improve the overall County utilization figure and would lower the County's share of construction costs on any new construction projects.

Disadvantages

The communities of Forestburg and Alliance would be likely to react negatively to the required changes in attendance boundaries.

More bussing of students would be required.

This would not solve the problem at Hardisty. Some decisions would still be required at that school.

ALTERNATIVE #4

Alternative number four would be to simply use Building Quality Restoration Program money to upgrade the schools as they currently exist.

This would mean major expenditures in some schools, in particular, in Forestburg and in Hardisty. This alternative is only possible, of course, if these two buildings are determined to be structurally sound and could be upgraded to the point where they could be used for some years to come.

Questions

Are the two older buildings at Forestburg and Hardisty structurally sound? How much upgrading would be required to significantly extend their life expectancy?

2. What would be the County's share of the required upgrading?

Advantages

This would retain the status quo in these communities.

If the government's share of the necessary costs are large enough this could be a very economically feasible alternative.

Disadvantage

Some of the older structures are not well suited to modern education. For example, stairs make it difficult to move equipment from classroom to classroom. These same stairs make it extremely difficult for handicapped children to be mobile within the scoool.

Are we simply postponing the inevitable? Is it only a matter of time before new structures are required and any expenditures on renovations are, in the long run, a bad investment?

TABLE 1

COUNTY OF FLAGSTAFF STUDENT ENROLMENT TRENDS

Grades 1 thru 12

YEAR	SP. ED.	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	TOTAL STUD. ENRL.
1978-79	18	138	153	169	163	180	160	183	196	213	207	179	192	2151
1979-80	16	155	144	144	168	167	176	162	168	203	208	191	166	2079
1980-81	16	155	156	152	136	169	167	190	151	162	206	177	167	2004
1981-82	15	156	152	151	148	132	164	162	187	151	171	186	173	1948
1982-83	15	139	161	142	154	149	137	175	154	180	140	159	174	1872
1984-85	17	183	168	141	156	146	154	153	136	179	168	170	125	1896
1985-86	16	171	183	168	141	156	146	154	152	133	168	159	160	1907
1986-87	15	178	171	173	168	141	156	146	153	148	177	168	151	1945
1987-88	14	156	178	171	183	168	141	156	145	152	158	133	159	1914
1988-89	12	160	187	178	171	183	168	140	155	143	149	144	125	1915

TABLE 2

COUNTY OF FLAGSTAFF STUDENT ENROLMENT TRENDS

Grades 1 thru 6

YEAR	SP. ED.	I	II	III	IV	V	VI	TOTAL ELEM. ENRL.
1978-79	18	138	153	169	163	180	160	981
1979-80	16	165	144	144	168	167	176	980
1980-81	16	155	156	152	136	169	167	951
1981-82	15	156	152	151	148	132	164	918
1982-83	15	139	161	142	154	149	137	897
1983-84	18	168	141	156	146	154	153	936
1984-85	*17*	*183*	*168*	*141*	*156*	*146*	*154*	*965*
1985-86	*16*	*171*	*183*	*168*	*141*	*156*	*146*	*981*
1986-87	**15*	*178*	*171*	*173*	*168*	*141*	*156*	*1002*
1987-88	**14*	*156*	*178*	*171*	*183*	*168*	*141*	*1011*
1988-89	**12*	*160*	*187*	*178*	*171*	*183*	*168*	*1059*

*Figures are based on students leaving special education classification and no students being added. Students will undoubtedly be added, however, they are being included in the regular classroom counts.

TABLE 3

COUNTY OF FLAGSTAFF STUDENT ENROLMENT TRENDS

Grades 7 thru 9

YEAR	VII	VIII	IX	TOTAL JUNIOR HIGH ENROLMENT
1978-79	183	196	213	592
1979-80	162	169	203	534
1980-81	190	151	162	503
1981-82	162	187	151	500
1982-83	175	154	173	502
1983-84	137	183	154	474
1984-85	*153*	*136*	*179*	*468*
1985-86	*154*	*152*	*133*	*439*
1986-87	*146*	*153*	*148*	*447*
1987-88	*156*	*145*	*152*	*453*
1988-89	*140*	*155*	*143*	*438*

TABLE 4

COUNTY OF FLAGSTAFF STUDENT ENROLMENT TRENDS

Grades 10 thru 12

YEAR	X	XI	XII	TOTAL ENROLMENTS
1978-79	207	179	192	578
1979-80	208	191	166	565
1980-81	206	177	167	550
1981-82	171	186	173	530
1982-83	140	159	174	473
1983-84	177	135	143	455
1984-85	*168*	*170*	*125*	*463*
1985-86	*168*	*159*	*160*	*487*
1986-87	*177*	*168*	*151*	*496*
1987-88	*158*	*133*	*159*	*450*
1988-89	*149*	*144*	*125*	*418*

TABLE 5

COUNTY OF FLAGSTAFF CURRENT AND PROJECTED SCHOOL BUILDING UTILIZATION

SCHOOL	ORIGINAL CAPACITY	1983-84 CAPACITY	1983-84 ENROLMENT	1983-84 % UTILIZ.	1988-89 CAPACITY	1988-89 ENROLMENT	1988-89 UTILIZATION
Alliance	275	175	89	51%	75	85	113%
Daysland	615	385	350	91%	385	330	86%
Forestburg	640	365	382	105%	165	414	251%
Galahad	215	190	Closed	0	190	Closed	0
Hardisty	250	125	137	110%	125	150	119%
Heisler	375	350	85	24%	300	83	28%
Killam	250	225	179	80%	225	183	81%
Lougheed	150	100	88	88%	written off	125	-
Sedgewick	735	385	423	110%	385	456	118%
Strome	225	175	112	64%	175	113	64%
TOTALS	*3730*	*2475*	*1845*	*75%*	*2025*	*1939*	*104%*

ALLIANCE SCHOOL

ENROLMENT

The Alliance School operates as a grade 1 through 9 school with an expected enrolment of 89 students for the upcoming school year. For the past 5 years the enrolments at the school have dropped significantly. (See Table 6) In the school year 1978-79 the total enrolment was 116 students. This number had dropped to 87 students by the 1982-83 school year.

The projection for the school would seem to indicate a stabilization of the total enrolment for the near future. The next 5 years would see the total student enrolment holding in the mid 80's.

BUILDING

The original Alliance School building was constructed in 1925 and had a capacity rating of 75 student places. This building is classed as masonry construction and therefore, had a life expectancy of 50 years. (See Table 7) For the purposes of Alberta Education's rating system the building was written off in 1975 and does not count against the jurisdicition's current student capacity rating.

In 1951 a frame addition was added to the east side of the school. (See Figure 1) This new addition had a capacity rating of 100 student places and a life expectancy of 35 years. For Alberta Education's purposes this section of the building will be written off in 1986.

In 1954 a frame staff room was added to the school. This addition does not have any classroom space and does not count toward the division's capacity rating. However, in 1956 a masonry addition was attached to the west end of the original school building. This added another 100 student places to the capacity rating of the school. This addition will not be written off until the year 2006. (See Table 7)

The current capacity rating of the Alliance School is 175 student places, (See Table 8), with a total enrolment of 89 students expected for the current school year. After the year 1986 the building will only have a capacity rating of 75 student places and a total enrolment of approximately 85 students. This will mean a utilization of 113% as compared to the current utilization figure of 51%.

FUTURE

As indicated above the Alliance School was constructed in three different steps. It currently has 12 operational classrooms. The population seems to have stabilized, for the immediate future, at a total enrolment of 80 to 90 students.

A school population of this number of students would likely require no more than 5 classrooms. Thus more than half of the school could be shut down without creating a hardship on the space requirements for this student population.

The most logical section of the school to close would be the original building which was constructed in 1925. The manner in which the additions were added to each end of the original building makes this very difficult to accomplish. The original building ties the two additions together. (See Figure 1) It also houses the storage space, the shower rooms for the school and the mechanical room which supplies heat to the 1951 eastern addition. In all likelihood, if this older section were demolished the electrical system would also have to undergo relocation and substantial modification.

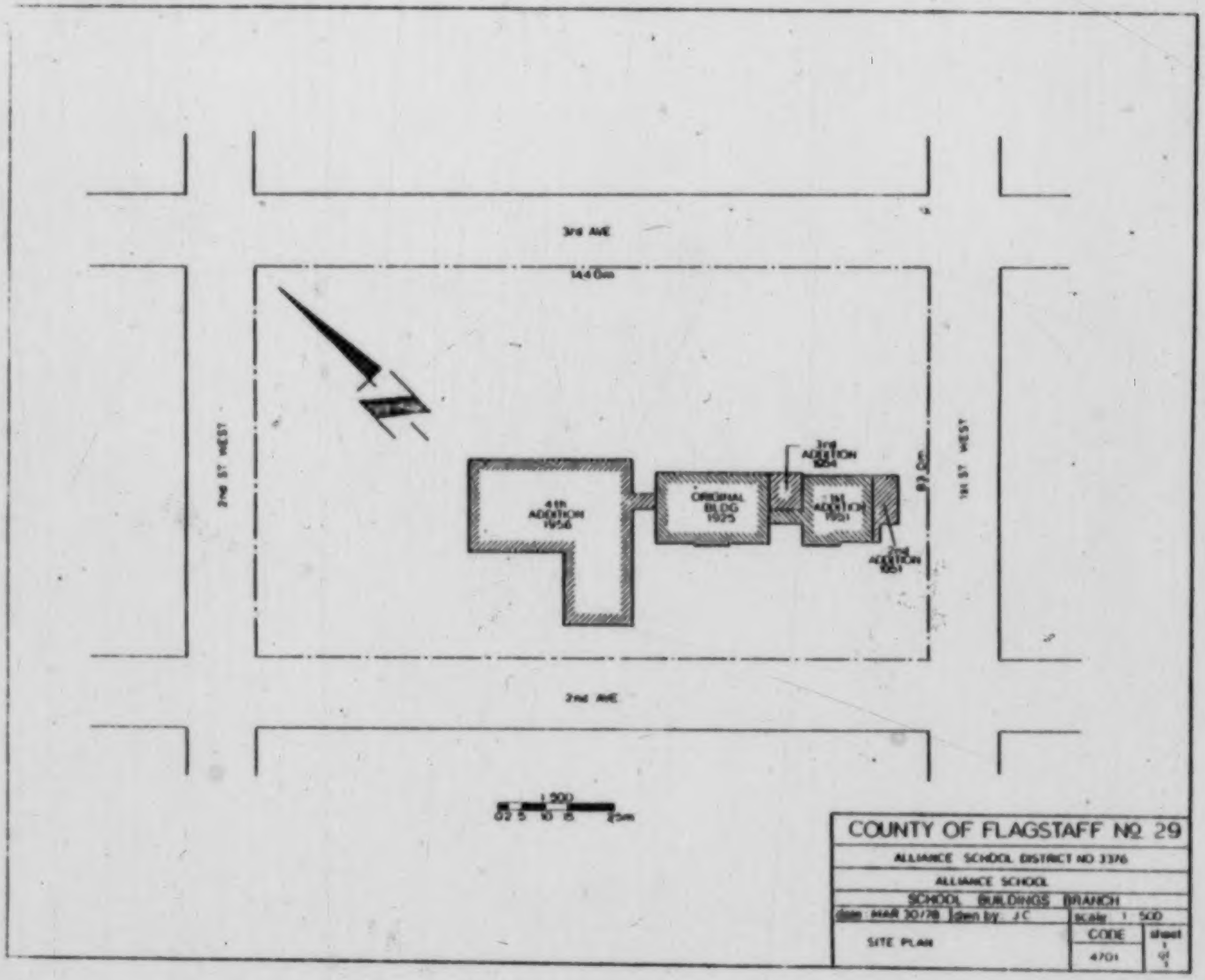
Considerable upgrading will be required in order that the building pass the fire marshall's inspection. (See Appendix A)

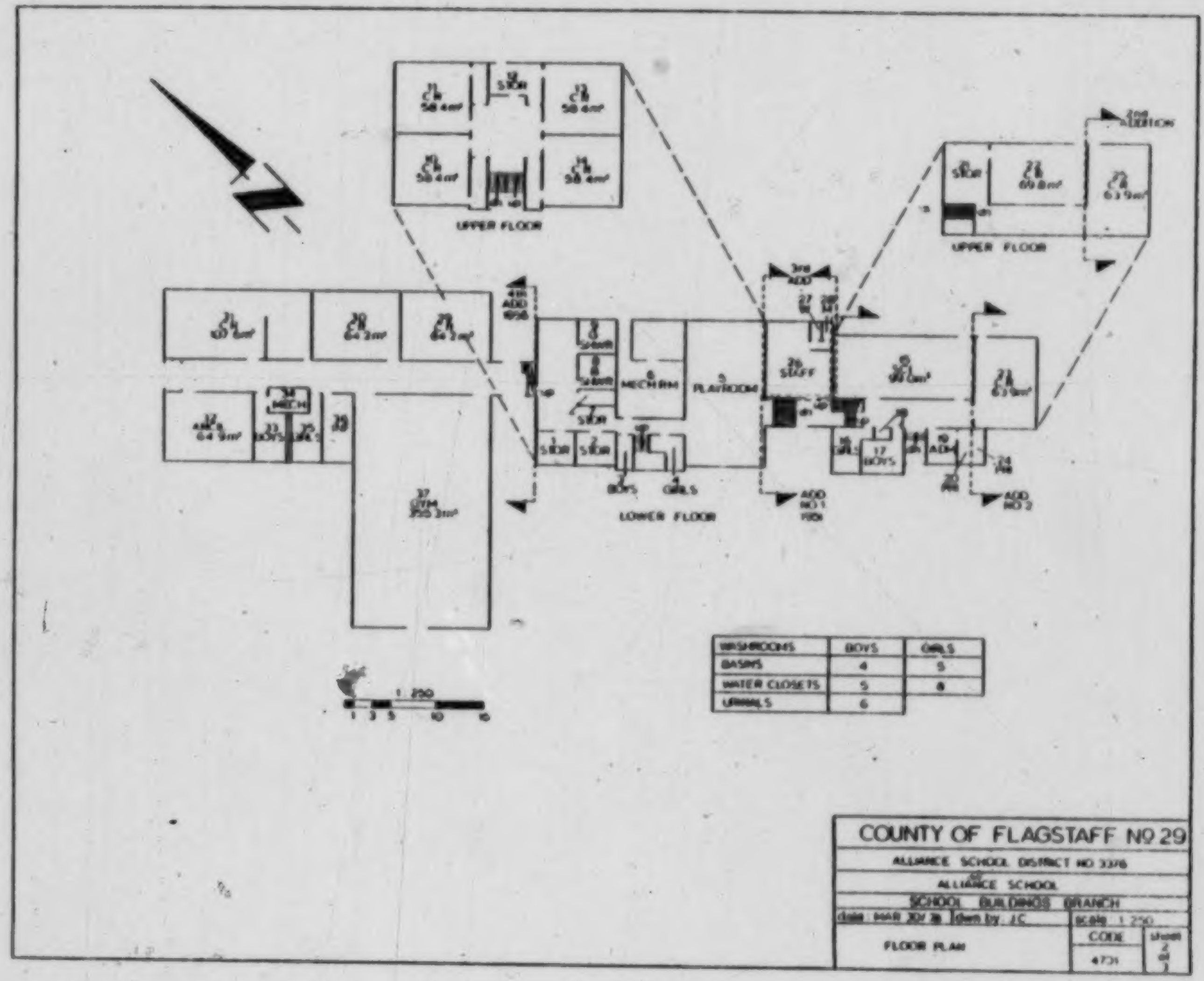
QUESTIONS

1) What kinds of problems would be created if the junior high students from the Alliance attendance area were bussed to the Galahad School for grades 7 - 9?
2) What would such bussing arrangements mean in added student bus time?
3) What would such bussing arrangements mean in terms of additional jurisdiction costs?
4) Could both older sections of the school be closed if the junior high students were moved to Galahad?
5) What kinds of effects would it have on the program for the students:
    (i) at the elementary level?
    (ii) at the junior high level?

When the B.Q.R.P. Committee of the County studied this school they found the following need:

- upgrading to meet fire code	$80,000.


3rd AVE
144.0m
2nd ST WEST
1st ST WEST
92.0m
4th ADDITION 1956
ORIGINAL BLDG 1925
3rd ADDITION 1954
1st ADDITION 1951
2nd ADDITION 1951
2nd AVE
1:500
0 2.5 5 10 15 25m
COUNTY OF FLAGSTAFF NO 29
ALLIANCE SCHOOL DISTRICT NO 3376
ALLIANCE SCHOOL
SCHOOL BUILDINGS BRANCH
date MAR 30/78
drwn by J.C.
scale 1:500
SITE PLAN
CODE
4701
sheet 1 of 1


UPPER FLOOR
UPPER FLOOR
LOWER FLOOR
2nd ADDITION
3rd ADD
4th ADD
ADD NO 1
ADD NO 2
STOR
STOR
STOR
STOR
MECH RM
PLAYROOM
STAFF
BOYS
GIRLS
BOYS
GIRLS
MECH
BOYS
GYM
1:250
1 3 5 10 15

WASHROOMS	BOYS	GIRLS
BASINS	4	5
WATER CLOSETS	5	8
URINALS	6	

COUNTY OF FLAGSTAFF Nº 29
ALLIANCE SCHOOL DISTRICT NO 3376
ALLIANCE SCHOOL
SCHOOL BUILDINGS BRANCH
date: MAR 30/ 78 | dwn by: J.C. | scale 1:250
FLOOR PLAN | CODE 4731 | sheet 2 of 3

TABLE 6

ALLIANCE PUBLIC SCHOOL ENROLMENT TRENDS

Grades

YEAR	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	TOTAL SCHOOL ENRL.
1978-79	16	16	11	11	13	10	10	19	10	-	-	-	116
1979-80	10	15	16	12	11	12	11	9	16	-	-	-	112
1980-81	8	7	15	13	9	10	10	10	8	-	-	-	90
1981-82	8	9	6	15	14	9	7	13	11	-	-	-	92
1982-83	10	8	8	5	15	14	9	7	11	-	-	-	87
1983-84	13	10	8	8	5	15	14	9	7	-	-	-	89
1984-85	*6*	*13*	*10*	*8*	*8*	*5*	*15*	*14*	*9*	-	-	-	*88*
1985-86	*9*	*6*	*13*	*10*	*8*	*8*	*5*	*15*	*14*	-	-	-	*88*
1986-87	*9*	*9*	*6*	*13*	*10*	*8*	*8*	*5*	*15*	-	-	-	*83*
1987-88	*14*	*9*	*9*	*6*	*13*	*10*	*8*	*8*	*5*	-	-	-	*82*
1988-89	*8*	*14*	*9*	*9*	*6*	*13*	*10*	*8*	*8*	-	-	-	*85*

SCHOOL DATA

1925 MASONRY CONST		
PLAN NO 63-C-3/9		
GROSS AREA 759.5m²		
RM NO	CODE	AREA m²
1	S	14.6
2	S	15.0
3	BWR	4.9
4	GWR	8.3
5	NR	124.6
6	MEC	20.0
7	S	5.5
8	BSD	14.1
9	GSD	19.3
10	CR	8.4
11	CR	9.9
12	S	11.4
13	LIB	50.4
14	CR	50.4
1951 WOODFRAME CONST		
PLAN NO 1971		
GROSS AREA 316.8m²		
15	CR	99.0
16	BWR	14.1
17	BWR	14.6
18	J	1.7
19	ADM	11.7
20	PRI	5.9
21	S	30.4
22	CR	69.8

1951 WOODFRAME CONST		
PLAN NO		
GROSS AREA 133.9m²		
23	CR	63.9
24	PRI	6.1
25	CR	63.9
1954 WOODFRAME CONST		
PLAN NO 2437		
GROSS AREA 56.7m²		
26	STA	52.7
27	W	2.0
28	M	2.0
1956 MASONRY CONST		
PLAN NO 2891		
GROSS AREA 1083.7m²		
29	CR	64.2
30	CR	64.2
31	CR	107.6
32	ANC	64.9
33	BWR	16.0
34	MEC	10.0
35	GWR	16.0
36	INF	20.7
37	GYM	350.3

COUNTY OF FLAGSTAFF NO. 29
ALLIANCE SCHOOL DISTRICT NO 3376
ALLIANCE SCHOOL
SCHOOL BUILDINGS BRANCH
date: MAR 30/78 drwn by: J.C. scale:
SCHOOL DATA
CODE 4701
sheet 1 of 1

TABLE 8

ALLIANCE SCHOOL CURRENT AND PROJECTED SCHOOL BUILDING UTILIZATION

TYPE OF CNST.	YEAR OF CNST.	ORIGIN. CAPAC.	YEAR WRITTEN OFF	CURR. CAPAC.	ENROL. 83-84	CURR. %	CAPAC. 88-89	ENROL. 88-89	% UTIL. 88-89
M	1925	75	1975	-			-		
F	1951	100	1986	100			-		
M	1954	0	(Staff Room)				-		
M	1956	100	2006	100			100		
TOTALS		*275*		*175**	*89*	*51%*	*75**	*85*	*113%*

**Less 25 student places for financial reduction given to all schools in the province with 500 or less student places.*

DAYSLAND SCHOOL

ENROLMENT

The Daysland School operates grades 1 through 12 in two buildings that are separate but located on the same site. (See Figure 3) The expected total enrolment for this school year is 335 students. This represents a drop of about 70 students in the past 5 years. (See Table 9) The forecast of future enrolments for the school would indicate that these declining enrolments will continue for at least the immediate future at the Daysland School.

BUILDINGS

The original Daysland School was built in 1927 and had a capacity rating of 175 students. (See Table 10) This building has been classified as masonry construction and was, therefore, written off in 1977. It no longer counts on the jurisdiction's current student capacity rating. The school has 7 useable classrooms and currently houses the school's elementary grades. (See Figure 4)

The school's main complex, which houses the grade 7 through 12 students, was built in 4 stages. (See Figure 5) The 1954 section of the school is considered as masonry construction and has a capacity rating of 75 students. (See Table 11) This section of the school building houses the administration offices, the staff room and a large number of auxiliary and storage rooms. (See Figure 6)

The 1957 addition is of frame construction and has a student capacity of 40 students. The 1963 addition is masonry construction and has been rated as having 100 student places. The 1966 section is the largest of these additions and has a student capacity rating of 225 places. It is masonry construction and therefore, has a 50 year life expectancy.

The total original capacity rating of the combined buildings at the site was 615 students. The original 1927 school was written off in 1977 and, with other considerations given by the Buildings Branch, the school's current capacity rating has been set at 385 students. (See Table 10)

FUTURE

The main school building is large enough according to the capacity ratings of the Buildings Branch, to house all of the students at Daysland. With a capacity rating of 385 and enrolments of 350 there is probably adequate space at the main building to allow for the closing of the 1927 building. The projected enrolments for the school suggest that the total number of students for the school will continue to drop by a small amount.

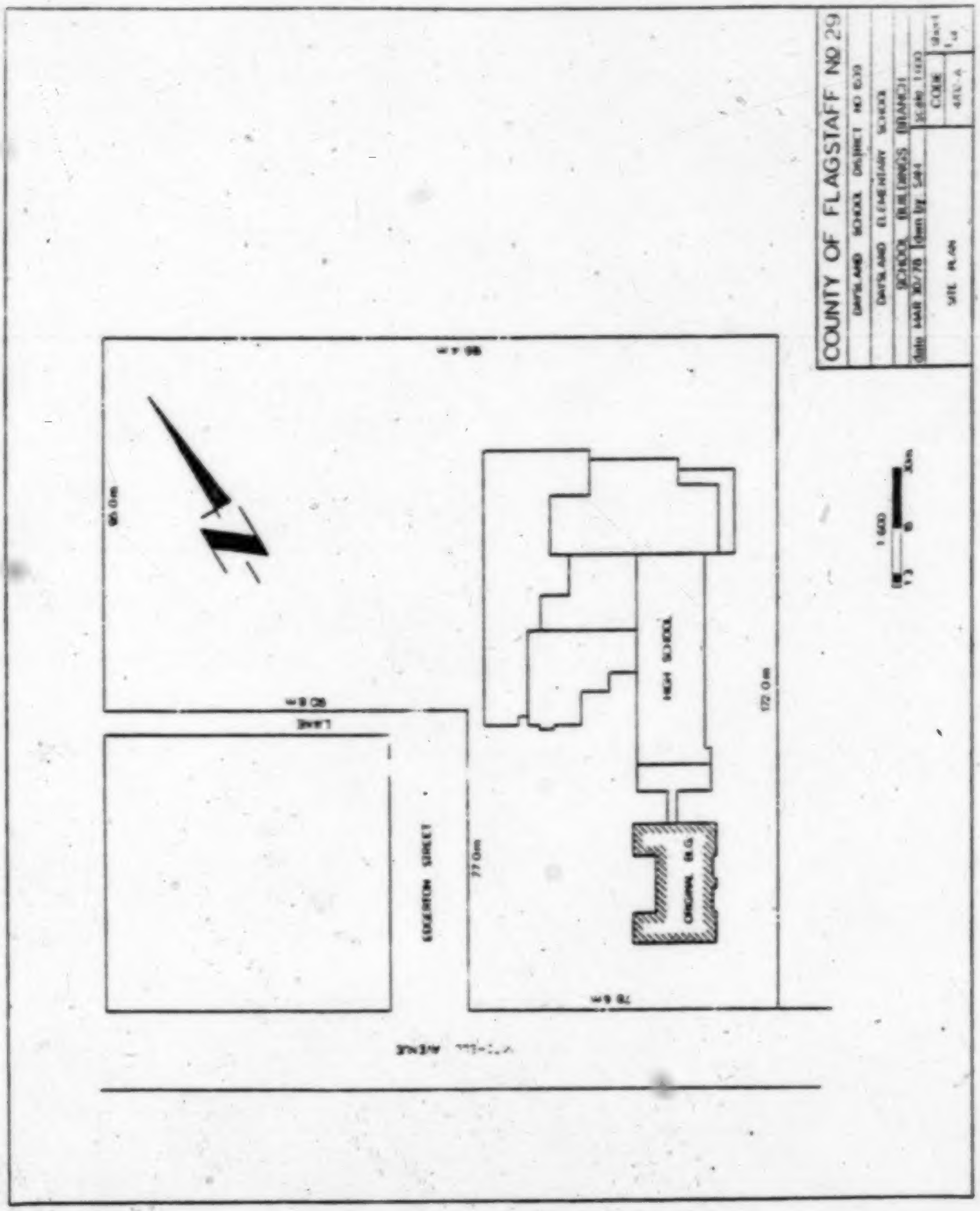
Given this situation it would seem economically logical that the 1927 school building would be closed and turned over to the community, as soon as possible. There would, however, be some disagreement generated on education grounds. It could be agreed that the elementary grades function more effectively and are able to maintain their separate identity in the old building. Even the closing of this building would not solve all of the problems of the Daysland School. Considerable expenditures will be required in order that the main building will be returned to adequate condition and to ensure that safety standards are met. (See Appendix B)

QUESTIONS

1. What kinds of problems (and possible expenses) would be likely to be encountered if the elementary students were integrated into the main school building?
2. Would any community group be interested in taking over the 1927 building?
3. Costs of upgrading of the main building - are previous B.Q.R.P. Committee costs still usable? Do priorities have to be re-established in light of the total jurisdiction picture?

When the B.Q.R.P. Committee of the County studied this school they found the following needs:

- replacement of roof	$80,000.
- window replacement (5 c/r)	$35,000.
- tile (4 c/r)	$12,000.
- fire alarms & enunciator	$10,000.
- patching holes for fire code (pipes and windows)	$1,500.
- doors and closures	$4,000.
- concrete steps and sidewalks	$2,000.
- girls' and boys' change rooms	$4,000.
- dust collection system for I.A. lab	$14,635.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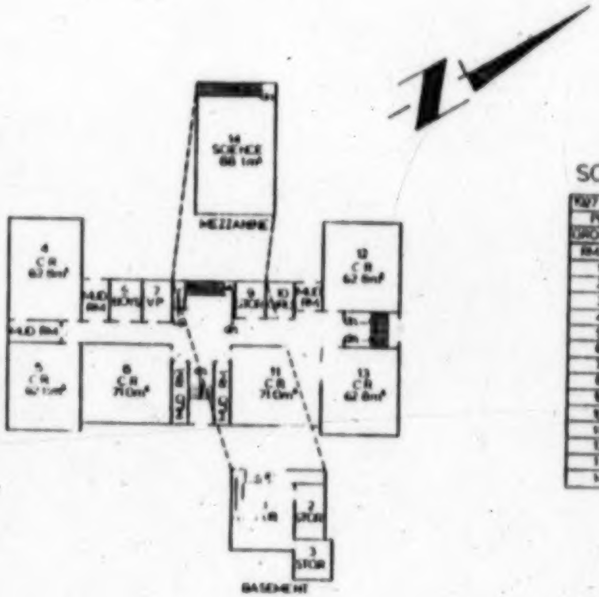
DAYSLAND SCHOOL DISTRICT NO 630
DAYSLAND ELEMENTARY SCHOOL
SCHOOL BUILDINGS BRANCH
date MAR 30/78
drwn by SAH
CODE
SITE PLAN
1:600
HIGH SCHOOL
ORIGINAL BLG
EDGERTON STREET
LANE
AVENUE
95.0 m
172.0 m
77.0 m


14
SCIENCE
88 1m²
MEZZANINE
4
CR
62 8m²
5
CR
62 8m²
HLD RM
6
BOYS
7
VP
8
CR
71 0m²
9
10
11
CR
71 0m²
12
CR
62 8m²
13
CR
62 8m²
1
FUR
2
STOR
3
STOR
BASEMENT

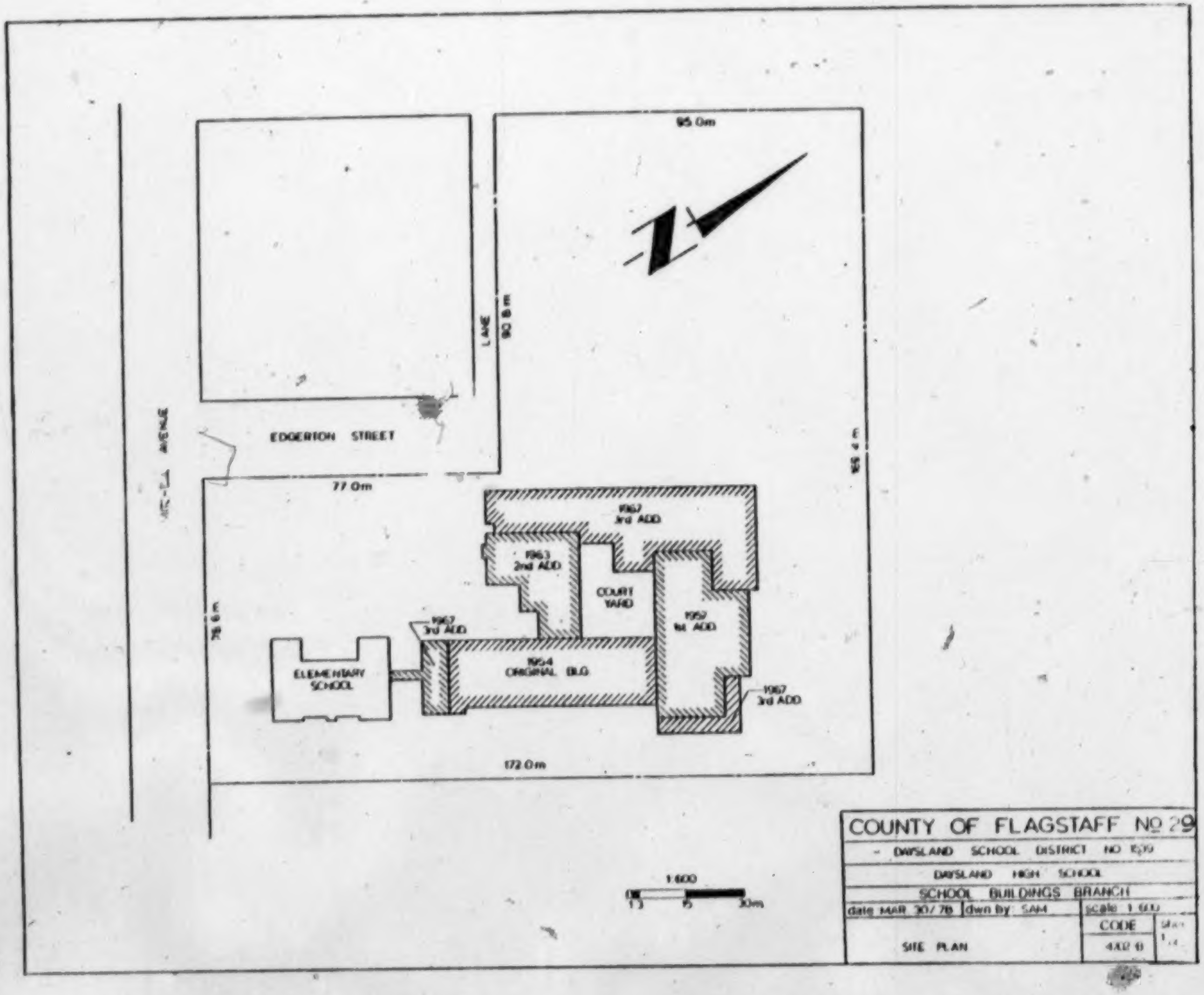
SCHOOL DATA

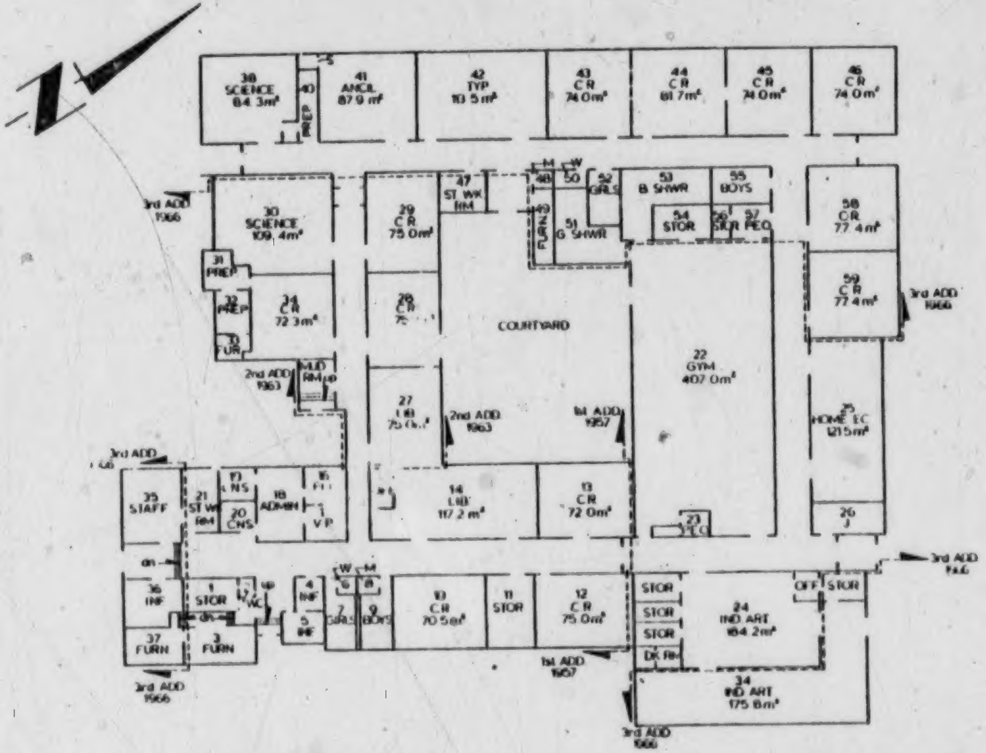
1927 MASONRY CONST		
PLAN NO		
GROSS AREA 958 0 m²		
RM NO	CODE	AREA m²
1	FUR	47 2
2	S	16 2
3	S	16 0
4	CR	62 8
5	CR	62 8
6	BWR	13 9
7	VP	12 6
8	CR	71 0
9	S	10 8
10	GWR	10 8
11	CR	71 0
12	CR	62 8
13	CR	62 8
14	SCI	88 1

WASHROOMS	BOY'S	GIRL'S
BASINS	2	2
WATER CLOSETS	2	4
URINALS	3	

1 : 250
1
3
5
10
15

COUNTY OF FLAGSTAFF № 29		
DAYSLAND SCHOOL DISTRICT NO 1539		
DAYSLAND ELEMENTARY SCHOOL		
SCHOOL BUILDINGS BRANCH		
date MAR 30/78 drwn by SAM	scale 1:250	
FLOOR PLAN & SCHOOL DATA	CODE 4102 A	sheet 1 of 2


95.0m
90.8 m
LANE
EDGERTON STREET
AVENUE
77.0m
155.4 m
78.6 m
1967
3rd ADD
1963
2nd ADD
COURT
YARD
1957
1st ADD
1954
ORIGINAL BLG
1967
3rd ADD
1967
3rd ADD
ELEMENTARY
SCHOOL
172.0m
1:600
15
30m
COUNTY OF FLAGSTAFF NO 29
- DAYSLAND SCHOOL DISTRICT NO 1539
DAYSLAND HIGH SCHOOL
SCHOOL BUILDINGS BRANCH
date MAR 30/78
dwn by SAM
scale 1:600
CODE
4X2 B
SITE PLAN


38 SCIENCE 84.3m²
40
PREP
41 ANCIL 87.9 m²
42 TYP 10.5 m²
43 C R 74.0m²
44 C R 81.7m²
45 C R 74.0m²
46 C R 74.0m²
3rd ADD 1966
30 SCIENCE 109.4m²
31 PREP
32 PREP
33 FUR
24 C R 72.3m²
29 C R 75.0m²
28 C R 75
47 ST WK RM
M
W
48
50
49 FURN
51 G SHWR
52 GIRLS
53 B SHWR
54 STOR
55 BOYS
56 STOR
57 PEQ
58 C R 77.4m²
59 C R 77.4m²
3rd ADD 1966
COURTYARD
22 GYM 407.0m²
25 HOME EC 121.5m²
2nd ADD 1963
MUD RM
up
27 LIB 75.0m²
2nd ADD 1963
1st ADD 1957
3rd ADD 1966
35 STAFF
21 ST WK RM
17 LNS
20 CNS
18 ADMIN
16 FI
19 V P
14 LIB 117.2 m²
13 C R 72.0m²
23 PEQ
26 J
3rd ADD 1966
dn
36 INF
1 STOR
2 WC
up
4 INF
5 INF
W
M
6
8
7 GIRLS
9 BOYS
10 C R 70.5m²
11 STOR
12 C R 75.0m²
STOR
STOR
STOR
DK RM
24 IND ART 184.2m²
OFF
STOR
34 IND ART 175.8m²
37 FURN
3 FURN
dn
3rd ADD 1966
1st ADD 1957
3rd ADD 1966
1 : 250
1
3
5
10
15

WASHROOMS	BOY'S	GIRL'S
BASINS	6	6
WATER CLOSETS	6	6
URINALS	7	

COUNTY OF FLAGSTAFF No 29

DAYSLAND SCHOOL DISTRICT NO 1539

DAYSLAND HIGH SCHOOL

SCHOOL BUILDINGS BRANCH

date: MAR 30/78 | dwn by: SAM | scale 1:250

FLOOR - PLAN

CODE

4702-B

[illegible] 2 / 4

TABLE 9

DAYSLAND PUBLIC SCHOOL ENROLMENT TRENDS

Grades

YEAR	SP. ED.	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	TOTAL SCHOOL ENRL.
1978-79	18	16	18	21	24	27	22	26	32	34	61	49	58	406
1979-80	13	21	17	16	20	26	25	23	26	34	74	60	48	403
1980-81	12	19	17	19	16	18	25	28	20	28	66	61	53	382
1981-82	12	21	15	19	18	15	18	23	33	20	55	62	58	369
1982-83	12	25	22	17	20	18	14	18	25	31	45	49	58	354
1983-84	18	21	28	19	20	21	17	15	20	22	59	45	45	350
1984-85	*17*	*30*	*21*	*28*	*19*	*20*	*21*	*17*	*15*	*20*	*52*	*59*	*43*	*362*
1985-86	*16*	*20*	*30*	*21*	*28*	*19*	*20*	*21*	*17*	*15*	*40*	*50*	*56*	*353*
1986-87	[4]*15*	*27*	*20*	*30*	*21*	*28*	*19*	*20*	*21*	*17*	*33*	*38*	*48*	*337*
1987-88	[4]*14*	*23*	*27*	*20*	*30*	*21*	*28*	*19*	*20*	*21*	*35*	*32*	*36*	*326*
1988-89	[4]*12*	*22*	*23*	*27*	*20*	*30*	*21*	*27*	*19*	*20*	*44*	*33*	*31*	*330*

SCHOOL DATA

1954 MASONRY CONST		
PLAN NO 2434		
GROSS AREA 889 3m²		
RM NO	CODE	AREA m²
1	S	19 6
2	WC	3 2
3	FUR	27 4
4	INF	10 8
5	INF	15 8
6	W	4 4
7	GWR	17 9
8	M	4 4
9	BWR	17 9
10	CR	70 5
11	S	37 5
12	CR	75 0
13	CR	72 0
14	LIB	117 2
15	CF	10 3
16	P.I	16 7
17	VP	16 2
18	ADM	26 5
19	CNS	13 0
20	CNS	12 2
21	SWR	25 1

1957 FRAME ADDITION		
PLAN NO 2979		
GROSS AREA 823 7m²		
RM NO	CODE	AREA m²
22	GYM	407 0
23	PEO	11 2
24	IA	184 2
25	HEC	121 5
26	J	25 5
196[illegible] MASONRY ADDITION		
[illegible] NO 4060		
GR[illegible] AREA 551 4m²		
2[illegible]	LIB	75 0
28	CR	75 0
29	CR	75 0
30	SCI	109 4
31	SCP	16 5
32	SCP	17 5
33	FUR	8 3

1966 MASONRY ADDITION		
PLAN NO 4645		
GROSS AREA 1452 0m²		
RM NO	CODE	AREA m²
34	IA	175 8
35	STA	45 6
36	INF	27 9
37	FUR	22 8
38	SCI	84 3
40	SCP	15 4
41	ANC	87 9
42	TYP	113 5
43	CR	74 0
44	CR	81 7
45	CR	74 0
46	CR	74 0
47	SWR	16 8
48	M	3 2
49	FUR	13 4
50	W	8 6
51	GSD	46 1
52	GWR	17 6
53	BSD	44 1
54	S	20 7
55	BWR	20 1
56	S	6 7
57	PEO	11 9
58	CR	77 4
59	CR	77 4

COUNTY OF FLAGSTAFF № 29			
DAYSLAND SCHOOL DISTRICT NO 1539			
DAYSLAND HIGH SCHOOL			
SCHOOL BUILDINGS BRANCH			
date MAR 30/78	dwn by SAM	scale	
SCHOOL DATA		CODE	sheet 3 of 3
		4702 0	

FORESTBURG SCHOOL

ENROLMENT

There are, on the same site, two schools operating at Forestburg. (See Figure 7) The elementary school which houses grades 1 through 6, and the secondary school which handles grades 7 through grade 12. The combined student population of the two schools has remained rather stable over the past few years, and appears as if it will remain that way for the next few years. (See Table 12) The total enrolment for this year is approximately 382 and will remain at about 400 through the next 4 or 5 years.

BUILDINGS

The original Forestburg School building was constructed in 1927 and had a capacity rating of 175 student places. It was of masonry construction with a life expectancy of 50. It was removed from the jurisdictions total student capacity count in 1977. (See Table 13) In 1951 a gymnasium, six classrooms and several auxiliary rooms were added to the old school. This added 150 student places to the school. (See Figure 8) Shower rooms were added to the building in 1972. This building currently houses the elementary grades.

The building which currently houses the secondary grades was constructed in several stages. The original part of the building was constructed in 1958 and had a student capacity rating of 190 students. In 1969 the school at Merna was moved to Forestburg and attached to the 1958 building. (See Figure 9) This addition had actually been constructed earlier in two stages. The first in 1954 and the second in 1959. (See Figure 10) This addition gave the secondary school a combined capacity rating of 315 student places. (See Table 13)

FUTURE

The combined capacity rating of both schools is potentially in excess of 500 students. If the necessary renovations were to occur this would more than handle the requirements for Forestburg for the forseeable future.

If the older section of the elementary school were to be closed down this would leave space for approximately 365 students. This would likely be less spaces than it appears would be needed in the immediate future.

If the current attendance boundaries are maintained and the Forestburg schools continue to service the same geographic area it seems that there are only two alternatives. The first alternative would be to renovate the older section of the elementary school in order that it meet safety standards and better serve the needs of the students. Such renovations would be very expensive. (See Appendices C and D)

The second alternative would be to demolish this older section of the elementary school and replace it with a smaller new addition that would complement the 1951 wing. This would, of course, also be an expensive alternative.

Another solution to the problem would be the modification of the attendance areas served by the Forestburg School. If for example the junior high students were removed from the school this would reduce the number of students being served by 109 this year. This would mean that the older section of the elementary school could be closed and sufficient number of student places would remain that no new building program would have to be undertaken.

Modifications and renovations would still be required to the remaining buildings (See Appendices E and F), however, the costs would be considerably less than those that would be required if the original elementary building is renovated or replaced.

If this alternative were to be persued and the junior high grades were removed from the Forestburg School then alternate locations would have to be found to house these students. It might well be possible to divide these 109 students between the Galahad School and the Heisler School.

The Heisler School could easily handle additional junior high students. This would allow them to offer a better junior high program for their own students and would make better use of one of the best facilities among the County's schools.

The Galahad school could be re-opened as a junior high school. It would, not only serve a portion of the students from the Forestburg School, but it could easily accommodate the junior high students from the Alliance School, should the County decide to go with this alternative. Again, the Galahad School is, with some renovations, a potentially excellent facility.

A second possibility, when we are considering the modification of existing attendance boundaries would be the removal of the high school grades from the Forestburg School. This would remove about 90 students from the school's total population and have a similar affect on the Forestburg School as would the removal of the junior high students.

This would mean that those senior high school students would have to be housed elsewhere. One alternative might be the construction of a centrally located high school that would accommodate all of the high school students for the County. This alternative will be discussed later in this report.

QUESTIONS

What would be the community response to moving the junior high students to Galahad and Heisler?

2. What kinds of bussing problems would this create?
3. What kinds of renovations would be required to the Forestburg School (secondary) in order that some of the elementary students might be housed in that building?
4. What would be the community reaction to the building of a new centralized County High School and the closing of the high school in Forestburg?
5. If the decision was made not to relocate any of the Forestburg students what would be the cost of the renovation and upgrading of the original elementary school building?
6. Is the original elementary school building structurally sound enough to warrant renovation?

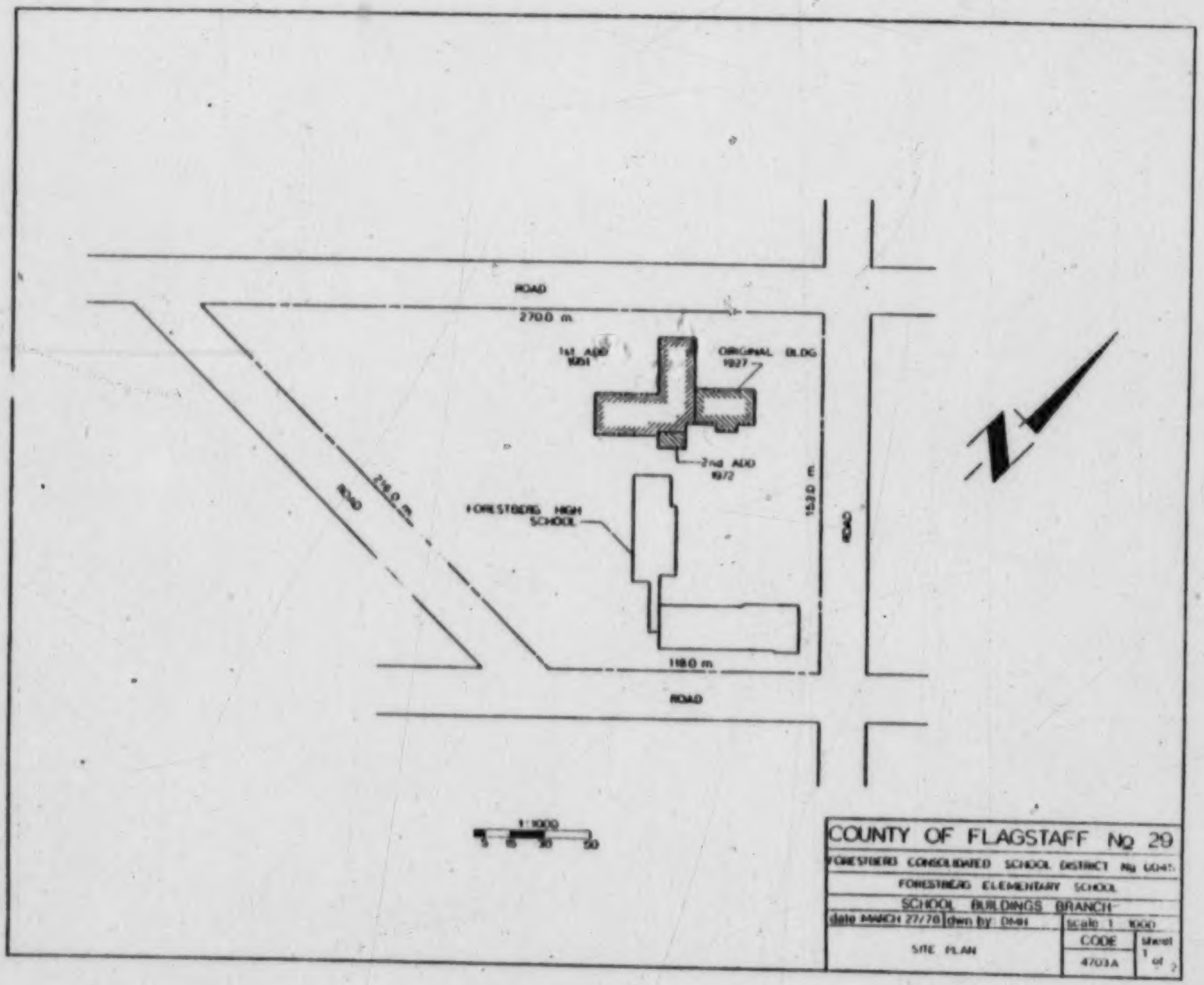
The County's B.Q.R.P. Committee, when studying this school, identified the following needs:

High School

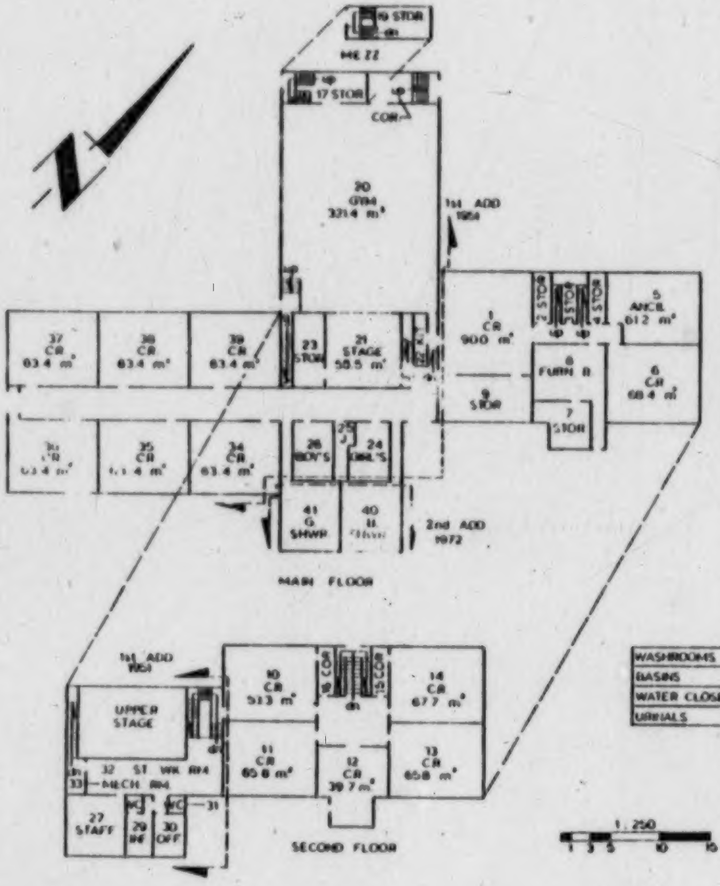
- window replacement (7 c/r & I.A.)	$62,000.
- Merna hallway refinishing	$20,000.
- fire code (doors, closures, windows, Home Ec.)	$1,500.
- fire alarms and enunciator	$15,000.
- dust collection system	$10,641.
- other maintenance	$7,000.

Elementary

- Decisions here are tied to the decision on what to do with the original building.


ROAD
270.0 m
1st ADD
1951
ORIGINAL BLDG
1927
2nd ADD
1972
FORESTBERG HIGH
SCHOOL
216.0 m
ROAD
153.0 m
ROAD
118.0 m
ROAD
N
1:1000
30
50
COUNTY OF FLAGSTAFF No 29
FORESTBERG CONSOLIDATED SCHOOL DISTRICT No 6045
FORESTBERG ELEMENTARY SCHOOL
SCHOOL BUILDINGS BRANCH
date MARCH 27/70
dwn by DMH
scale 1 : 1000
SITE PLAN
CODE
4703A
sheet
1 of 2

1



N
MEZZ
18 STOR
17 STOR
COR
20 GYM 321.4 m²
1st ADD 1951
37 CR 63.4 m²
38 CR 63.4 m²
39 CR 63.4 m²
23 STOR
21 STAGE 55.5 m²
1 CR 90.0 m²
2 STOR
3 STOR
4 STOR
5 ANCIL 61.2 m²
8 FURN R
6 CR 68.4 m²
9 STOR
7 STOR
36 CR 63.4 m²
35 CR 63.4 m²
34 CR 63.4 m²
26 BOY'S
25 J
24 GIRL'S
41 G SHWR
40 B SHWR
2nd ADD 1972
MAIN FLOOR
1st ADD 1951
UPPER STAGE
10 CR 53.3 m²
16 COR
15 COR
14 CR 67.7 m²
32 ST WK RM
33 MECH RM
11 CR 65.8 m²
12 CR 39.7 m²
13 CR 65.8 m²
27 STAFF
29 INF
30 OFF
31
SECOND FLOOR
1 : 250
1 3 5 10 15

SCHOOL DATA

1927 MASONRY CONST		
PLAN NO 1255		
GROSS AREA 810.0 m²		
RM NO	CODE	AREA m²
1	CR	90.0
2	S	7.0
3	S	5.8
4	S	7.0
5	ANC	61.2
6	CR	68.4
7	S	20.5
8	FUR	43.2
9	S	10.6
10	LIB	53.3
11	CR	65.8
12	CR	39.7
13	CR	65.8
14	CR	67.7
15	NR	7.0
16	NR	7.0

1951 MASONRY CONST		
PLAN NO		
GROSS AREA 1360.0 m²		
RM NO	CODE	AREA m²
17	S	27.7
19	S	18.1
20	GYM	321.4
21	STG	55.5
22	KIT	6.8
23	S	22.2
24	BWR	21.4
25	J	8.4
26	GWR	22.8
27	STA	35.7
29	INF	12.2
30	OFF	11.4
31	WC	2.4
32	SWR	40.2
33	MEC	6.0
34	CR	63.4
35	CR	63.4
36	CR	63.4
37	CR	63.4
38	CR	63.4
39	CR	63.4

1972 MASONRY CONST		
PLAN NO 5238		
GROSS AREA 84.0 m²		
40	BSD	41.3
41	GSD	41.3

WASHROOMS	BOY'S	GIRL'S
BASINS	3	4
WATER CLOSETS	4	5
URINALS	3	

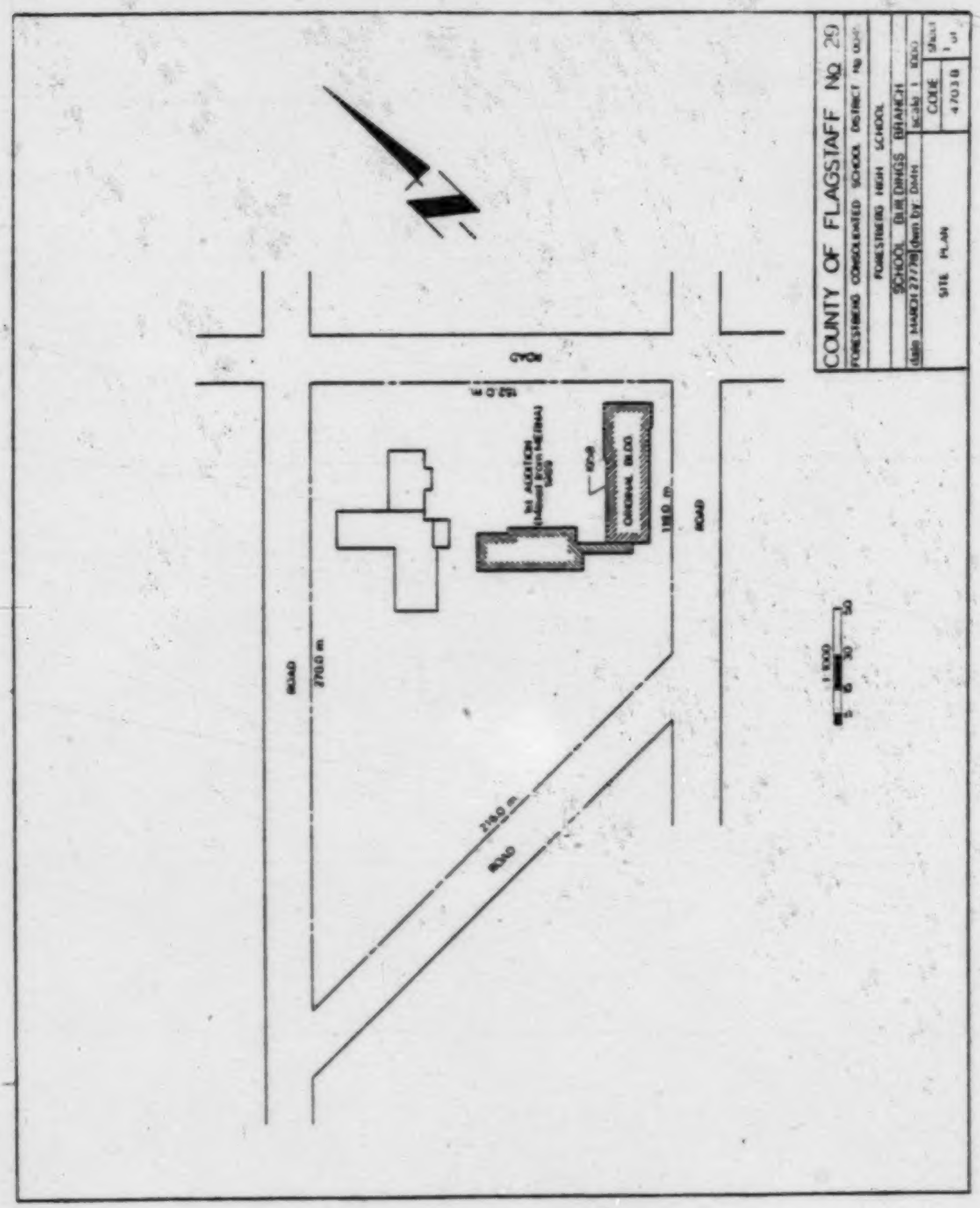
COUNTY OF FLAGSTAFF No 29

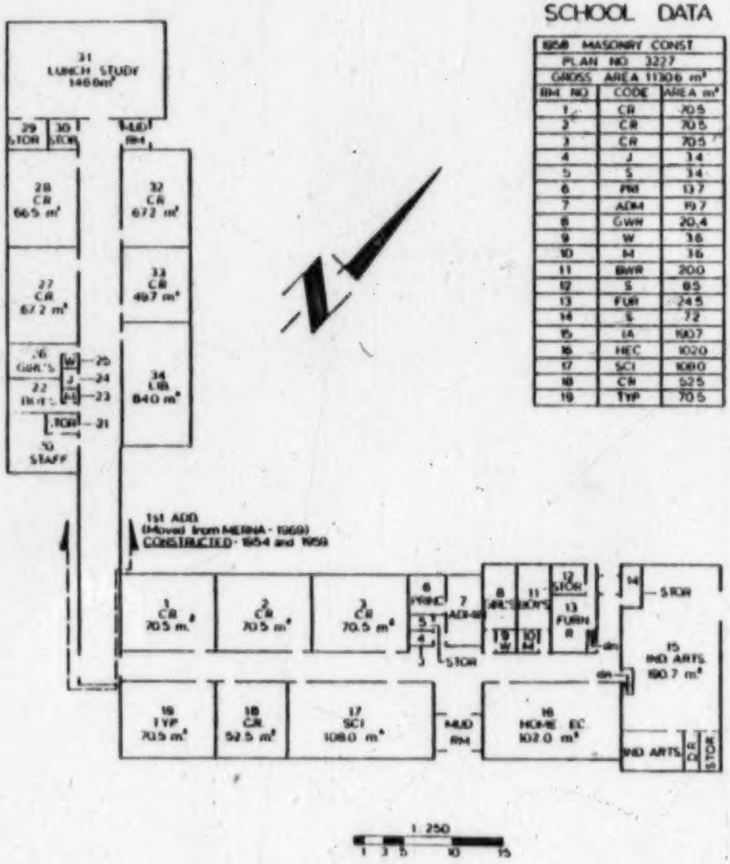
FORESTBERG CONSOLIDATED SCHOOL DISTRICT No 0045

FORESTBERG ELEMENTARY SCHOOL

SCHOOL BUILDINGS BRANCH

date MARCH 27/78	dwn by: D M H	scale 1 : 250	
FLOOR PLAN		CODE	sheet
		4703 A	2 of 2


COUNTY OF FLAGSTAFF No 29
FORESTBURG CONSOLIDATED SCHOOL DISTRICT No 0047
FORESTBURG HIGH SCHOOL
SCHOOL BUILDINGS BRANCH
date MARCH 27/78
drwn by: DMH
scale 1 : 1000
CODE
47038
Sheet 1 of
SITE PLAN
ROAD
ROAD
ROAD
ROAD
152.0 m
118.0 m
270.0 m
214.0 m
ORIGINAL BLDG
1st ADDITION
1 : 1000
0
10
30
50


31
LUNCH STUDY
146.6m²
29
STOR
30
STOR
MUD
RM
28
CR
66.5 m²
32
CR
67.2 m²
27
CR
67.2 m²
33
CR
49.7 m²
26
GIRL'S
W
25
J
24
M
23
22
BOYS
STOR
21
20
STAFF
34
LIB
84.0 m²
N
1st ADD
(Moved from MERNA - 1969)
CONSTRUCTED - 1954 and 1959
1
CR
70.5 m²
2
CR
70.5 m²
3
CR
70.5 m²
6
PRINC
5
4
7
ADM
STOR
8
GIRLS
11
BOYS
9
W
10
M
12
STOR
13
FURN
dn
14
STOR
15
IND ARTS
190.7 m²
dn
19
TYP
70.5 m²
18
CR
52.5 m²
17
SCI
108.0 m²
MUD
RM
16
HOME EC
102.0 m²
IND ARTS
DR
STOR
1 250
1
3
5
10
15

SCHOOL DATA

1958 MASONRY CONST		
PLAN NO 3227		
GROSS AREA 1130.6 m²		
RM NO	CODE	AREA m²
1	CR	70.5
2	CR	70.5
3	CR	70.5
4	J	3.4
5	S	3.4
6	PM	13.7
7	ADM	19.7
8	GWR	20.4
9	W	3.6
10	M	3.6
11	BWR	20.0
12	S	8.5
13	FUR	24.5
14	S	7.2
15	IA	190.7
16	HEC	102.0
17	SCI	108.0
18	CR	52.5
19	TYP	70.5

1954-59 WOODFRAME CONST		
PLAN NO		
GROSS AREA 832.1 m²		
RM NO	CODE	AREA m²
20	STA	34.9
21	S	6.4
22	BWR	19.7
23	M	1.5
24	J	2.3
25	W	1.5
26	GWR	20.0
27	CR	67.2
28	CR	66.5
29	S	12.0
30	S	8.7
31	LS	146.6
32	CR	67.2
33	CR	49.7
34	LIB	84.0

WASHROOMS	BOY'S	GIRL'S
BASINS	6	6
WATERCLOSETS	5	7
URINALS	8	

COUNTY OF FLAGSTAFF No 29
FORESTBERG CONSOLIDATED SCHOOL DISTRICT No 0045
FORESTBERG HIGH SCHOOL
SCHOOL BUILDINGS BRANCH
date MARCH 27/78 dwn by D.M.H. scale 1 250
FLOOR PLAN
CODE
4703 B
2 of 2

TABLE 12

FORESTBURG PUBLIC SCHOOL ENROLMENT TRENDS

Grades

YEAR	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	TOTAL SCHOOL ENRL.
1978-79	22	35	31	27	27	24	24	22	42	37	36	31	358
1979-80	40	26	35	31	37	30	32	30	32	41	34	32	400
1980-81	32	37	29	36	34	40	30	31	29	34	32	29	393
1981-82	34	36	30	29	32	31	43	32	28	30	27	28	380
1982-83	25	35	34	27	31	32	41	36	31	24	28	26	370
1983-84	31	25	35	34	27	31	32	41	36	38	24	28	382
1984-85	*29*	*31*	*25*	*35*	*34*	*27*	*31*	*31*	*40*	*41*	*36*	*22*	*382*
1985-86	*34*	*29*	*31*	*25*	*35*	*34*	*27*	*30*	*31*	*47*	*39*	*34*	*396*
1986-87	*39*	*34*	*29*	*31*	*25*	*35*	*34*	*26*	*30*	*43*	*45*	*38*	*409*
1987-88	*34*	*39*	*34*	*29*	*31*	*25*	*35*	*33*	*26*	*43*	*41*	*43*	*413*
1988-89	*44*	*34*	*39*	*34*	*29*	*31*	*25*	*34*	*34*	*30*	*41*	*39*	*414*

TABLE 13

FORESTBURG SCHOOL CURRENT AND PROJECTED SCHOOL BUILDING UTILIZATION

TYPE OF CNST.	YEAR OF CNST.	ORIGIN. CAPAC.	YEAR WRITTEN OFF	CURR. CAPAC.	ENROL. 83-84	CURR. %	CAPAC. 88-89	ENROL. 88-89	% UTIL. 88-89
M	1927	175	1977	-			-		
F	1951	150	1986	150			-		
M	1972	0(Showers)	2022	-			-		
F	1953	50	1980	50			-		
F	1955	50	1990	50			-		
F	1959	25	1994	25*			50		
M	1958	190	2008	190**			25*		
							190**		
TOTALS		*640*		*365******	*382*	*105%*	*165*	*414*	*251%*

**Reduction of 25 student places because classroom #33 too small to rate.*

***Reduction of 25 student places because of the combining of classrooms #18 and #19.*

****Less 50 student places for financial reductions of 25 places at each school. (2 x 25 = 50)*

GALAHAD SCHOOL

The Galahad School is a masonry building constructed in 1958. (See Figure 11) It has a capacity rating of 190 students and will remain on the County's capacity rating until the year 2008. (See Table 14)

In spite of the fact that the school is in relatively sound condition it was closed several years due to the decline in student population in the Galahad area. To re-open this building would not appear to be a major expense. (See Appendix G)

The school would be extremely well-suited to offering a junior high school program. It has both a Home Economics and an Industrial Arts facility as well as 7 classrooms and a library. (See Figure 12) The largest expenditure in re-opening the school would be re-equipping of the Industrial Arts and the Home Ecnomics laboratories. If, however, these laboratories were used for junior high option programs only, the expenditure may not be excessive.

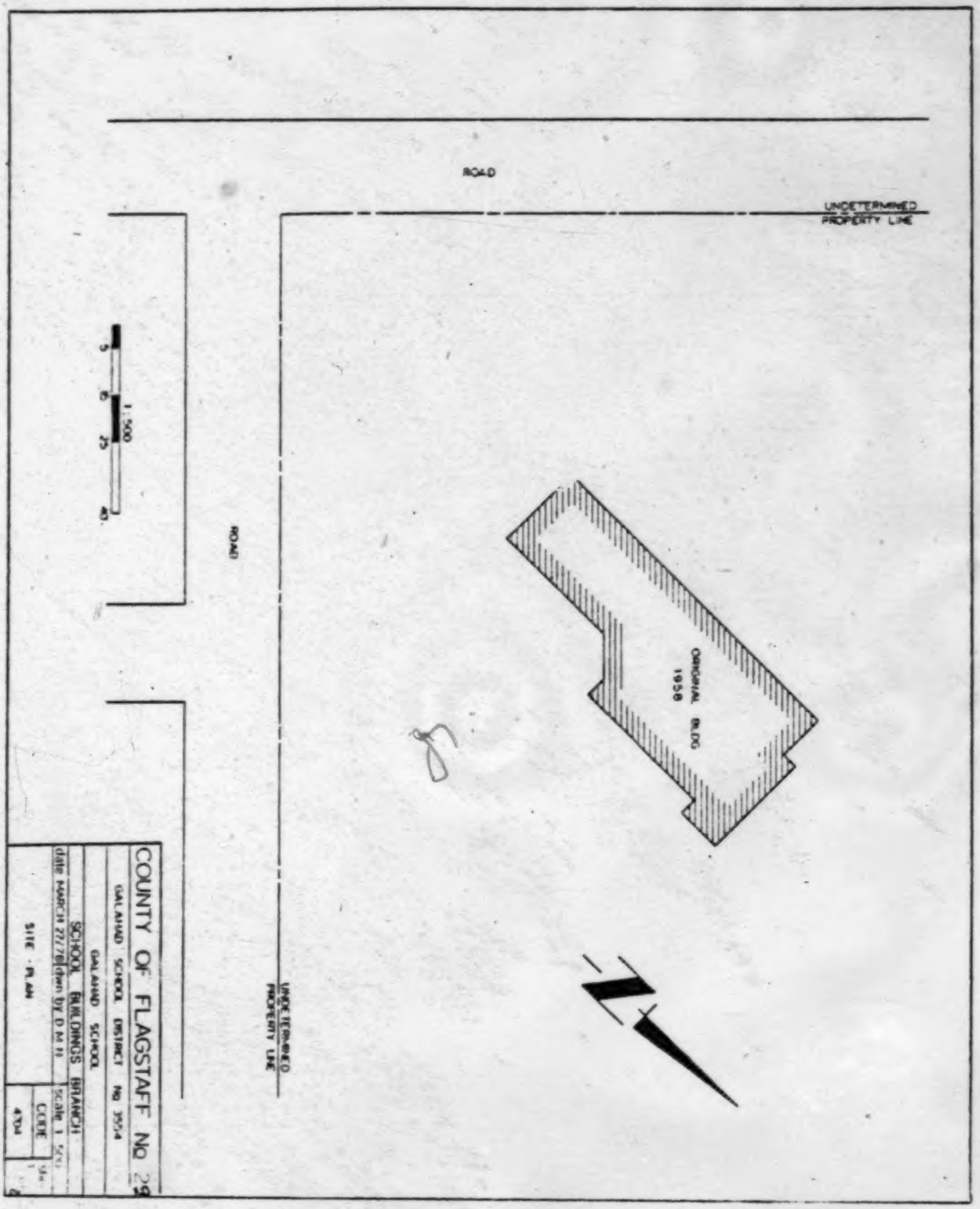
If the 30 to 40 junior high students from Alliance were combined with a similar number of junior high students from the Forestburg School a viable junior high program could be offered at the school. This alternative would allow the closing of a major part of the Alliance School, as well as, the closing of the original section of the elementary school in Forestburg.

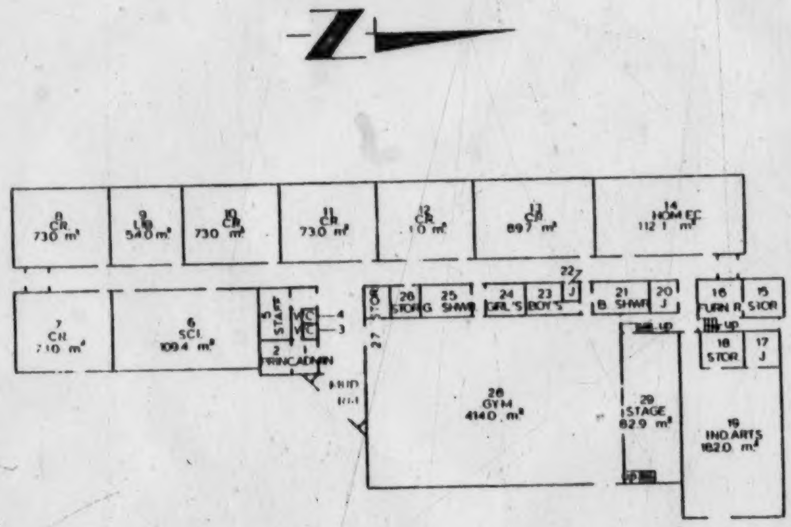
QUESTIONS

1. What kinds of bussing problems would be created by the re-opening of the Galahad School as a junior high school?
2. How would the communities of Alliance and Forestburg react to the suggestion of this alternative?

When the County's B.Q.R.P. Committee studied this school, they indentified the following needs:

- fire detection and upgrading	$5,000.


ROAD
UNDETERMINED PROPERTY LINE
ROAD
UNDETERMINED PROPERTY LINE
ORIGINAL BLDG 1958
1:500
5
0
25
40
N
COUNTY OF FLAGSTAFF No 29
GALAHAD SCHOOL DISTRICT No 3554
GALAHAD SCHOOL
SCHOOL BUILDINGS BRANCH
date MARCH 27/78
dwn by D.M.H.
scale 1:500
SITE PLAN
CODE
4704


8 CR 730 m²
9 LIB 540 m²
10 CR 730 m²
11 CR 730 m²
12 CR 710 m²
13 CR 897 m²
14 HOM EC 112 1 m²
22 J
7 CR 710 m²
6 SCI 109 4 m²
5 STAFF
WC 4
WC 3
2 PRINC
1 ADMIN
27 STOR
26 STOR
25 G SHWR
24 GIRL'S
23 BOY'S
21 B SHWR
20 J
16 FURN R
15 STOR
UP
UP
18 STOR
17 J
28 GYM 414 0 m²
29 STAGE 82 9 m²
19 IND ARTS 182 0 m²

SCHOOL DATA

1958 MASONRY CONST		
PLAN NO 3220		
* GROSS AREA 1024 9 m		
RM NO	CODE	AREA m
1	ADM	9 0
2	PRI	10 6
3	WC	1 7
4	WC	1 7
5	STA	15 0
6	SCI	109 4
7	CR	73 0
8	CR	73 0
9	LIB	54 0
10	CR	73 0
11	CR	73 0
12	CR	73 0
13	CR	89 7
14	HEC	112 1
15	S	14 0
16	FUR	22 5
17	J	11 6
18	S	14 0
19	IA	182 0
20	J	8 1
21	BSD	16 5
22	J	2 6
23	BWR	10 2
24	GWR	11 7
25	GSD	14 7
26	S	8 7
27	S	7 2
28	GYM	414 0
29	STG	82 9

1 : 250

1 3 5 10 15

WASHROOMS	BOY'S	GIRL'S
BASINS	3	3
WATER CLOSETS	2	4
URINALS	5	

COUNTY OF FLAGSTAFF No 29

GALAHAD SCHOOL DISTRICT No 3554

GALAHAD SCHOOL

SCHOOL BUILDINGS BRANCH

date MARCH 27/78 | dwn by: D M H | scale 1 : 250

FLOOR PLAN | CODE 4704 | sheet 2 of 2

TABLE 14

GALAHAD SCHOOL CURRENT AND PROJECTED SCHOOL BUILDING UTILIZATION

TYPE OF CNST.	YEAR OF CNST.	ORIGIN. CAPAC.	YEAR WRITTEN OFF	CURR. CAPAC.	ENROL. 83-84	CURR. %	CAPAC. 88-89	ENROL. 88-89	% UTIL. 88-89
M	1958	215	2008	190*	(Closed)		190*	Closed	

**Includes reduction of 25 student places for financial reduction given to all schools in the province with 500 or less student places.*

HARDISTY SCHOOL

ENROLMENT

The student enrolment at the Hardisty School seems to be stabilizing and may even show a slight increase in the next few years. (See Table 15) There are 137 students enrolled at the school in grades 1 through 9. By the year 1988-89 the projection has the enrolment set at 149 students.

BUILDINGS

The Hardisty School has been constructed in three stages and, in addition, a portable was added in 1969. (See Figure 13) The original section of the building was constructed in 1912. It was originally rated for a student capacity of 100 students, however, this student was removed from the jurisdiction's capacity rating in 1962. (See Table 16)

The second section of the school was constructed in 1955 and had a capacity rating of 125 students. This was a masonry addition and will remain on the jurisdiction's capacity rating until the 2004.

In 1975 a storage facility was added to the school. (See Figure 14) The total school building, including the portable, gives a potential capacity rating of 250 student places. In order, however, to make these useable student places would necessitate a considerable expenditure in the upgrading and renovating of the facility.

FUTURE

The Hardisty School represents another major decision for the Board of Education. The original building was constructed in 1912 and raises questions as to whether major expenditures should be made on this section of the school. If this were considered several questions would have to be answered about whether the building is sound enough to warrant such expenditures. (See Appendix H) Secondly, even if such expenditures were made, would the life expectancy of the building be extended significantly? Would it be a wiser, long term investment to build a new school at Hardisty or to demolish the original school and add a new section of the 1955 section? These are some important questions and cost projections for these alternatives would have to be obtained before such decisions could be made. They should, however, be given consideration.

These alternatives have not considered the adjustment of the existing attendance area for the Hardisty School. There might be some alternatives in this area that would warrant consideration. For example, would it be possible to close the junior high section of the school and bus them to Lougheed or to Sedgewick?

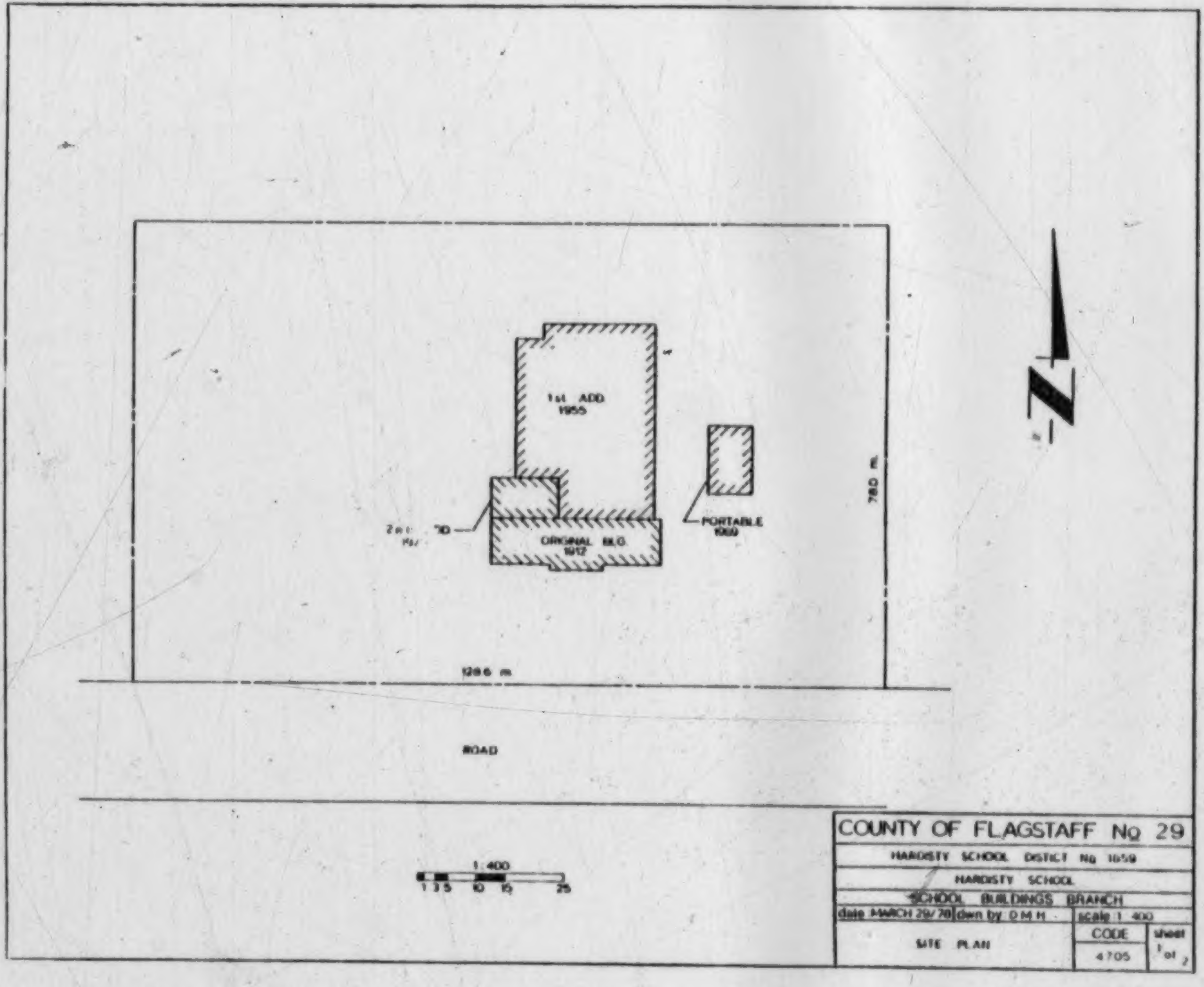
If some satisfactory alternative could be developed that would reduce the total student population at the Hardisty School then the original section of the school might be demolished without the construction of replacement classrooms. This would reduce the total cost of this alternative considerably. Another alternative would be the closing of the 1912 section and adding the required number of modules to the 1955 structure. These modules could be in the form of either permanent or portable structures. This would be cheaper than building a totally new school and would make use of the relatively sound 1955 building.

QUESTIONS

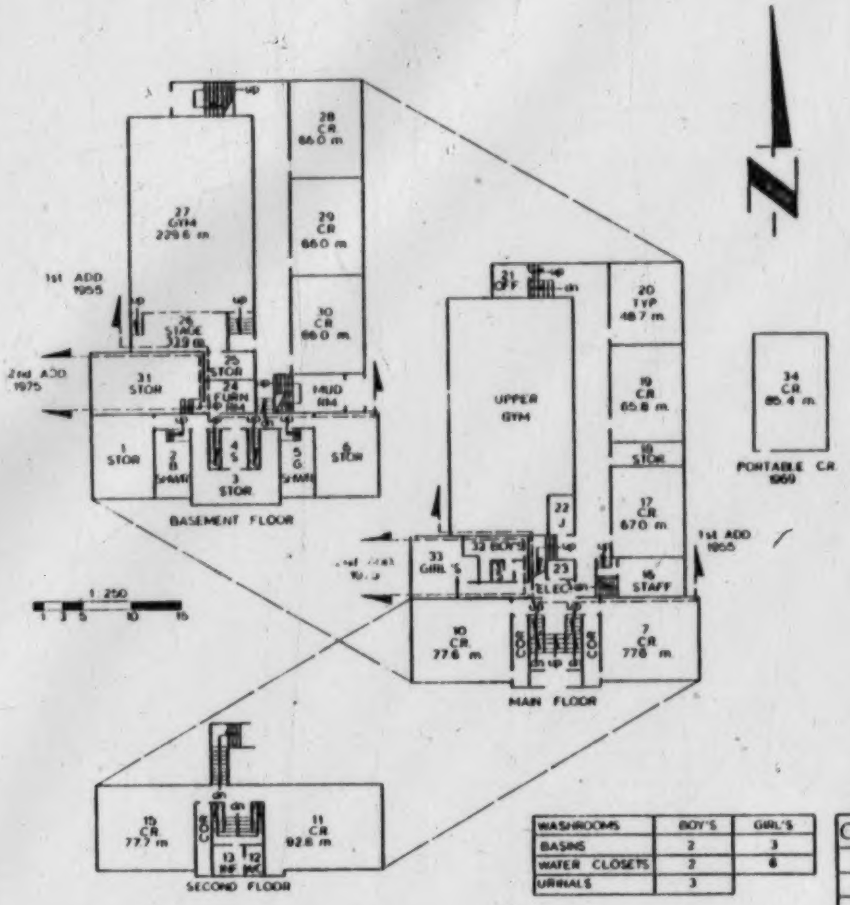
1. Is there a satisfactory alternative available that would see the reduction of the total student population of the school to a number that the 1912 section could be closed with no replacement being required?
2. How long would the life expectancy of the 1912 section be extended with the necessary renovations? What would be the cost of these renovations?
3. What would be the cost of construction of a new school at Hardisty?
4. What would be the community reaction to bussing of the junior high students to either Lougheed or Sedgewick?

The County's B.Q.R.P. Committee, when studying this school, identified the following needs:

- renovations of brick building	$108,500.
- renovations and repair (mortar, plaster-exterior)	$35,000.
- rug replaced with tile	$9,000.
- carpet library	$3,500.
- fire code requirements (doors & windows)	$3,000.
- iron railings around window on north side	$2,000.


1st ADD
1955
ORIGINAL BLG
1917
PORTABLE
1969
70
780 m
1286 m
ROAD
1:400
1 3 5 10 15 25

COUNTY OF FLAGSTAFF No 29
HARDISTY SCHOOL DISTICT No 1659
HARDISTY SCHOOL
SCHOOL BUILDINGS BRANCH
date MARCH 29/70 dwn by D M H scale 1 400
SITE PLAN
CODE 4705
sheet 1 of 2


28 CR 66.0 m
29 CR 66.0 m
30 CR 66.0 m
27 GYM 229.6 m
1st ADD 1955
26 STAGE 33.9 m
2nd ADD 1975
31 STOR
25 STOR
24 FURN RM
MUD RM
1 STOR
2 B SHWR
4 S
3 STOR
5 G SHWR
6 STOR
BASEMENT FLOOR
1:250
1 3 5 10 15
21 OFF
20 TYP 48.7 m
UPPER GYM
19 CR 65.8 m
18 STOR
22 J
17 CR 67.0 m
33 GIRL'S
32 BOY'S
23 ELEC
16 STAFF
1st ADD 1955
10 CR 77.6 m
COR
7 CR 77.6 m
MAIN FLOOR
34 CR 85.4 m
PORTABLE CR 1969
15 CR 77.7 m
COR
13 INF
12 WC
11 CR 92.8 m
SECOND FLOOR
up
dn

SCHOOL DATA

1912 MASONRY CONST		
PLAN NO		
GROSS AREA 764.4 m		
RM NO	CODE	AREA m
1	S	48.0
2	BSD	22.4
3	S	38.9
4	S	12.2
5	GSD	22.3
6	S	48.0
7	CR	77.6
8	X	X
9	X	X
10	CR	77.6
11	CR	92.8
12	WC	6.0
13	INF	9.0
14	X	X
15	CR	77.7
1955 MASONRY CONST		
PLAN NO 2670		
GROSS AREA 1496.2 m		
16	STA	23.5
17	CR	67.0
18	S	16.3
19	CR	65.8
20	TYP	48.7
21	OF	11.3
22	J	9.0
23	EL	11.3
24	FUR	17.8
25	S	10.5
26	STG	33.9
27	GYM	229.6
28	CR	66.0
29	CR	66.0
30	CR	66.0
1976 MASONRY CONST		
PLAN NO 5409		
GROSS AREA 73.5 m		
31	S	72.4
32	BWR	24.0
33	GWR	41.8
PORTABLE DATA - 1969		
34	CR	85.4

WASHROOMS	BOY'S	GIRL'S
BASINS	2	3
WATER CLOSETS	2	6
URINALS	3	

COUNTY OF FLAGSTAFF No 29
HARDISTY SCHOOL DISTRICT No 1659
HARDISTY SCHOOL
SCHOOL BUILDINGS BRANCH
date MARCH 29/78 | drn by D.M.H. | scale 1:250
FLOOR PLAN | CODE 4705 | sheet 2 of 2

TABLE 15

HARDISTY PUBLIC SCHOOL ENROLMENT TRENDS

Grades

YEAR	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	TOTAL SCHOOL ENRL.
1978-79	14	14	16	14	20	12	14	19	18	-	-	-	141
1979-80	14	16	12	18	15	20	16	13	21	-	-	-	145
1980-81	18	17	15	11	17	15	22	14	13	-	-	-	142
1981-82	18	15	15	13	11	16	16	18	14	-	-	-	136
1982-83	11	20	15	17	15	13	17	18	18	-	-	-	144
1983-84	11	11	20	15	17	15	13	17	18	-	-	-	137
1984-85	*15*	*11*	*11*	*20*	*15*	*17*	*15*	*13*	*17*	-	-	-	*134*
1985-86	*19*	*15*	*11*	*11*	*20*	*15*	*17*	*15*	*13*	-	-	-	*136*
1986-87	*18*	*19*	*15*	*11*	*11*	*20*	*15*	*17*	*15*	-	-	-	*141*
1987-88	*21*	*18*	*19*	*15*	*11*	*11*	*20*	*15*	*17*	-	-	-	*147*
1988-89	*20*	*21*	*18*	*19*	*15*	*11*	*11*	*20*	*15*	-	-	-	*150*

TABLE 16

HARDISTY SCHOOL CURRENT AND PROJECTED SCHOOL BUILDING UTILIZATION

TYPE OF CNST.	YEAR OF CNST.	ORIGIN. CAPAC.	YEAR WRITTEN OFF	CURR. CAPAC.	ENROL. 83-84	CURR. %	CAPAC. 88-89	ENROL. 88-89	% UTIL. 88-89
M	1912	100	1962	-			-		
M	1955	125	2005	125			125		
M	1975	0(Storage)	-	-			-		
PORT.	1969	25	2004	25			25		
TOTALS		*250*		*125*[a]	*137*	*110%*	*125*[a]	*149*	*119%*

[a] Includes reduction of 25 student places for financial reduction given to all schools in the province with 500 or less student places.

HEISLER SCHOOL

ENROLMENT

The Heisler School has gone through severe enrolment declines over the past few years. In the past six years the enrolments have dropped from 131 students to the current enrolment of 81. (See Table 17) The projections for the next 5 years would seem to indicate that the student population may have stabilized. The forecast is for the total student enrolment to remain between 80 and 87 for the forseeable future.

BUILDING

The Heisler School was constructed in 4 stages. (See Figure 15) The original section was of masonry construction built in 1951. It was only 2 classrooms and only a capacity rating of 50 students. It will be removed from the jurisdiction's capacity rating in 1986.

The 1954 addition is the main section of the school. (See Figures 16 and 17) It houses 10 classrooms, the school's library and a number of other auxiliary areas. It is masonry construction, has a student capacity rating of 250 students that will remain on the jurisdiction's capacity rating until 2004. In 1957 a gymnasium, a storage area and an ancillary classroom were added to the school. This addition was of masonry construction and added 25 student places. These 25 places will be removed from the jurisdiction's capacity rating in 1992.

In 1963 two more classrooms were added to the school. This addition is of masonry construction and will be written off the jurisdiction count in 2013. This section adds 50 student places to the count.

The current capacity rating of this school is placed at 350 students by Alberta Education. With the declining enrolment that has occurred at the school in the past few years we see a very low utilization of the school space. It is currently at 24%. (See Table 18) This, of course, hurts any future construction plans that the jurisdiction might wish to consider.

FUTURE

The Heisler School is basically a sound structure and will be for a number of years. This is not to say that there will not be upgrading required. (See Appendix I) The problem for the County is how to make use of this facility. The 24% utilization of this building, as previously indicated, will seriously effect any future building plans that the County might wish to pursue.

The most logical way to provide more students for this facility would be to re-designate attendance areas from the neighbouring schools. The closest neighbouring school and the one that is currently suffering from over-crowding is the Forestburg School.

If this alternative were to be pursued then the question becomes what group should be re-routed to the Heisler School. An alternative of re-routing the junior high students from Forestburg to Galahad and Heisler is a possibility. Re-routing those elementary and junior high students who are bussed to Forestburg but might be conveniently bussed to Heisler is another possibility. This might not, however, represent a sufficient number of students to make the necessary difference. Further investigation of these alternatives would have to be undertaken.

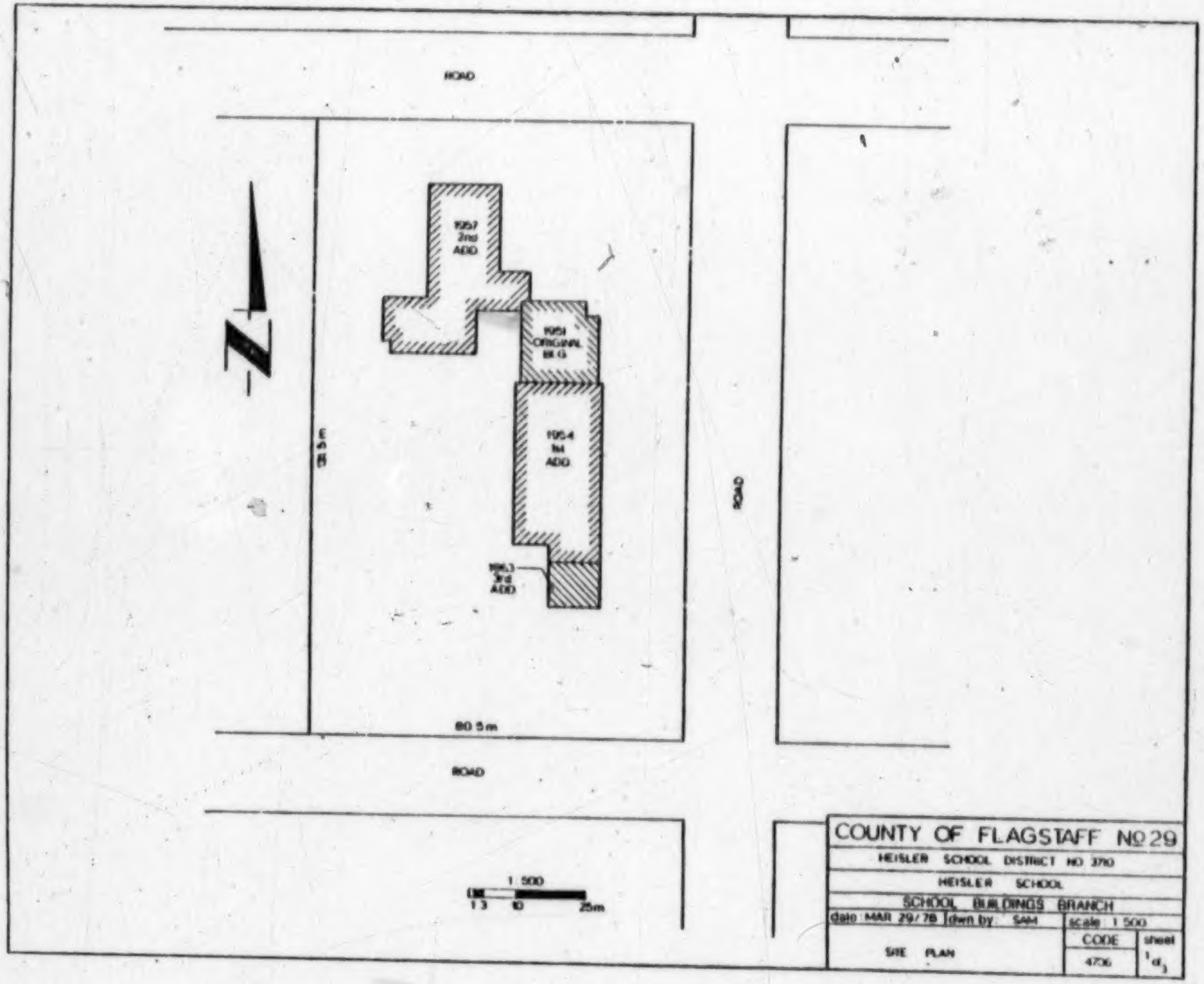
QUESTIONS

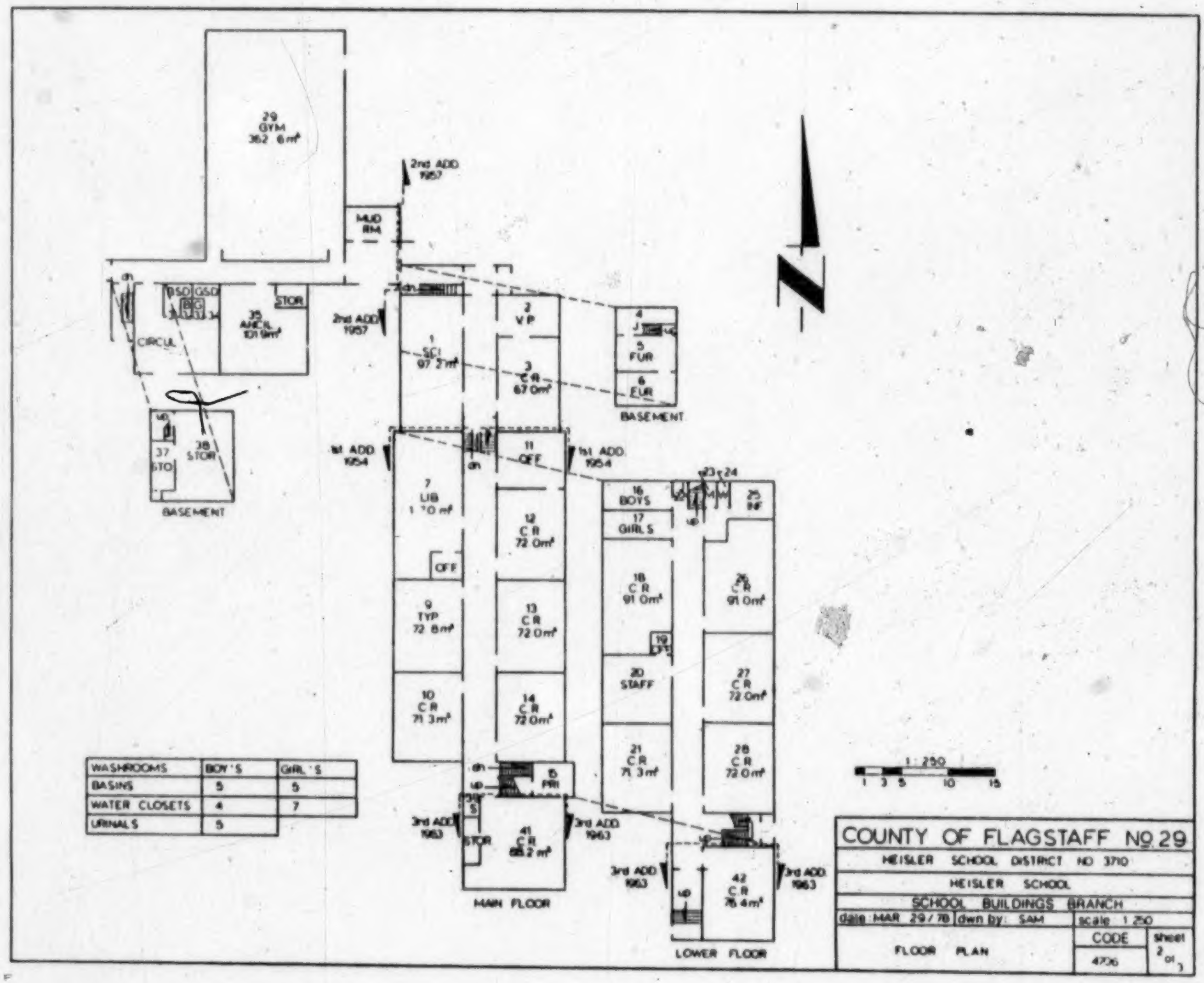
1. What re-designation of attendance areas would be acceptable to the neighbouring communities?
2. Can a number of possible alternatives under such re-designation be identified?
3. Each alternative identified in #2 should then be investigated as to ease of incorporating into the bussing system and to the implications for the schools involved.

The County's B.Q.R.P. Committee, when studying this school, identified the following needs:

- window replacement (17 c/r)	$119,000.
- carpet in library	$3,500.
- fire code (alarm and enunciator panel	$10,000.
- fire code (principal's office)	$500.
- boys' and girls' washrooms, renovation, staff area, exhausts)	$7,000.
- floors (replace tile, main hall & 3 c/r)	$12,000.

Also included in this section is an alternative submitted by the principal of the Heisler School. This alternative has been included as Appendix J.


ROAD
1957
2nd
ADD
1951
ORIGINAL
BLG
1954
1st
ADD
1963
3rd
ADD
ROAD
80.5 m
ROAD
1 500
1 3
10
25m
COUNTY OF FLAGSTAFF №29
HEISLER SCHOOL DISTRICT NO 3710
HEISLER SCHOOL
SCHOOL BUILDINGS BRANCH
date: MAR 29/78
drwn by: SAM
scale: 1 500
SITE PLAN
CODE
4736
sheet
1 of 3


29
GYM
362 6m²
2nd ADD
1957
MUD
RM
dn
GSD
GSD
BG
35
ANCIL
101 9m²
STOR
CIRCUL
2nd ADD
1957
1
SCI
97 2m²
2
VP
3
CR
67 0m²
4
J
5
FUR
6
EUR
BASEMENT
38
STOR
37
STO
BASEMENT
1st ADD
1954
11
OFF
1st ADD
1954
7
LIB
1 70 m²
OFF
9
TYP
72 8m²
10
CR
71 3m²
12
CR
72 0m²
13
CR
72 0m²
14
CR
72 0m²
15
PRI
S
STOR
41
CR
88 2m²
3rd ADD
1963
3rd ADD
1963
MAIN FLOOR
16
BOYS
17
GIRLS
18
CR
91 0m²
19
20
STAFF
21
CR
71 3m²
23
24
25
INF
26
CR
91 0m²
27
CR
72 0m²
28
CR
72 0m²
42
CR
76 4m²
3rd ADD
1963
3rd ADD
1963
LOWER FLOOR
1 : 250
1
3
5
10
15
COUNTY OF FLAGSTAFF No 29
HEISLER SCHOOL DISTRICT NO 3710
HEISLER SCHOOL
SCHOOL BUILDINGS BRANCH
date MAR 29/78
dwn by: SAM
scale 1 250
FLOOR PLAN
CODE
4706
sheet 2 of 3

WASHROOMS	BOY'S	GIRL'S
BASINS	5	5
WATER CLOSETS	4	7
URINALS	5	

SCHOOL DATA

1951 MASONRY CONST		
PLAN NO 2117		
GROSS AREA 353 3 m^2		
RM NO	CODE	AREA m^2
1	SCI	97 2
2	VP	30 2
3	CR	67 0
4	J	13 8
5	FUR	27 0
6	FUR	24 2
1954 MASONRY ADDITION		
PLAN NO. 2435		
GROSS AREA 1357 7 m^2		
7	LIB	117 0
8		
9	TYP	72 8
10	CR	71 3
11	OF	45 8
12	CR	72 0
13	CR	72 0
14	CR	72 0

RM NO	CODE	AREA m^2
15	PRI	17 1
16	RWR	22 5
17	GWR	20 6
18	CR	91 0
19	S	5 3
20	STA	56 5
21	CR	71 3
22	J	3 3
23	M	1 7
24	W	1 7
25	INF	24 1
26	CR	91 0
27	CR	72 0
28	CR	72 0
1957 MASONRY ADDITION		
PLAN NO 2977		
GROSS AREA 475 5 m^2		
29	GYM	382 3
30		
31	BSD	7 9

RM NO	CODE	AREA m^2
32	BWR	2 5
33	GWR	2 5
34	GSD	7 9
35		
36	ANC	101 9
37	FUR	10 9
38	S	61 1
1963 MASONRY ADDITION		
PLAN NO 4059		
GROSS AREA 212 9 m^2		
39	S	3 6
40		
41	CR	88 2
42	CR	76 4

COUNTY OF FLAGSTAFF № 29

HEISLER SCHOOL DISTRICT NO 3710

HEISLER SCHOOL

SCHOOL BUILDINGS BRANCH

date: MAR 29/78	dwn by: SAM	scale:
SCHOOL DATA	CODE 4706	sheet 3 of 3

TABLE 17

HEISLER PUBLIC SCHOOL ENROLMENT TRENDS

Grades

YEAR	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	TOTAL SCHOOL ENRL.
1978-79	6	14	10	11	18	17	16	20	19	-	-	-	131
1979-80	12	6	12	10	11	20	16	16	20	-	-	-	123
1980-81	9	11	7	9	10	11	19	14	15	-	-	-	105
1981-82	9	7	11	7	10	11	10	16	14	-	-	-	95
1982-83	13	8	6	11	7	9	11	10	16	-	-	-	91
1983-84	10	13	8	6	11	7	9	11	10	-	-	-	85
1984-85	*12*	*10*	*13*	*8*	*6*	*11*	*7*	*9*	*11*	-	-	-	*87*
1985-86	*5*	*12*	*10*	*13*	*8*	*6*	*11*	*7*	*9*	-	-	-	*81*
1986-87	*8*	*5*	*12*	*10*	*13*	*8*	*6*	*11*	*7*	-	-	-	*80*
1987-88	*11*	*8*	*5*	*12*	*10*	*13*	*8*	*6*	*11*	-	-	-	*84*
1988-89	*10*	*11*	*8*	*5*	*12*	*10*	*13*	*8*	*6*	-	-	-	*83*

TABLE 18

HEISLER SCHOOL CURRENT AND PROJECTED SCHOOL BUILDING UTILIZATION

TYPE OF CNST.	YEAR OF CNST.	ORIGIN. CAPAC.	YEAR WRITTEN OFF	CURR. CAPAC.	ENROL. 83-84	CURR. %	CAPAC. 88-89	ENROL. 88-89	% UTIL. 88-89
F	1951	50	1986	50			–		
M	1954	250	2004	250			250		
F	1957	25	1992	25			25		
M	1963	50	2013	50			50		
TOTALS		*375*		*350*[a]	*85*	*24%*	*300*[a]	*83*	*28%*

[a] *Includes reduction of 25 student places for financial reduction given to all schools in the province with 500 or less student places.*

KILLAM SCHOOL

ENROLMENT

The Killam School has suffered some degree of enrolment decline over the past few years. This decline has not been nearly as severe as that suffered by some of the other schools in the jurisdiction over the past decade. The enrolment forecast for the immediate future would seem to indicate a stabilizing of the school's population. It seems likely that the school's population will remain unchanged for the next few years. (See Table 19)

BUILDING

The Killam School was built in two sections in the 1950's. (See Figure 18) The original structure was frame built in 1954, while in 1957 a gymnasium was attached to the west side of the school. (See Figure 19)

The main building is of masonry construction and will not be written off until 2004. It has 10 classrooms and a library and has a student capacity rating of 225 students. This represents about an 80% capacity utilization and is likely to change in the immediate future. (See Table 20)

FUTURE

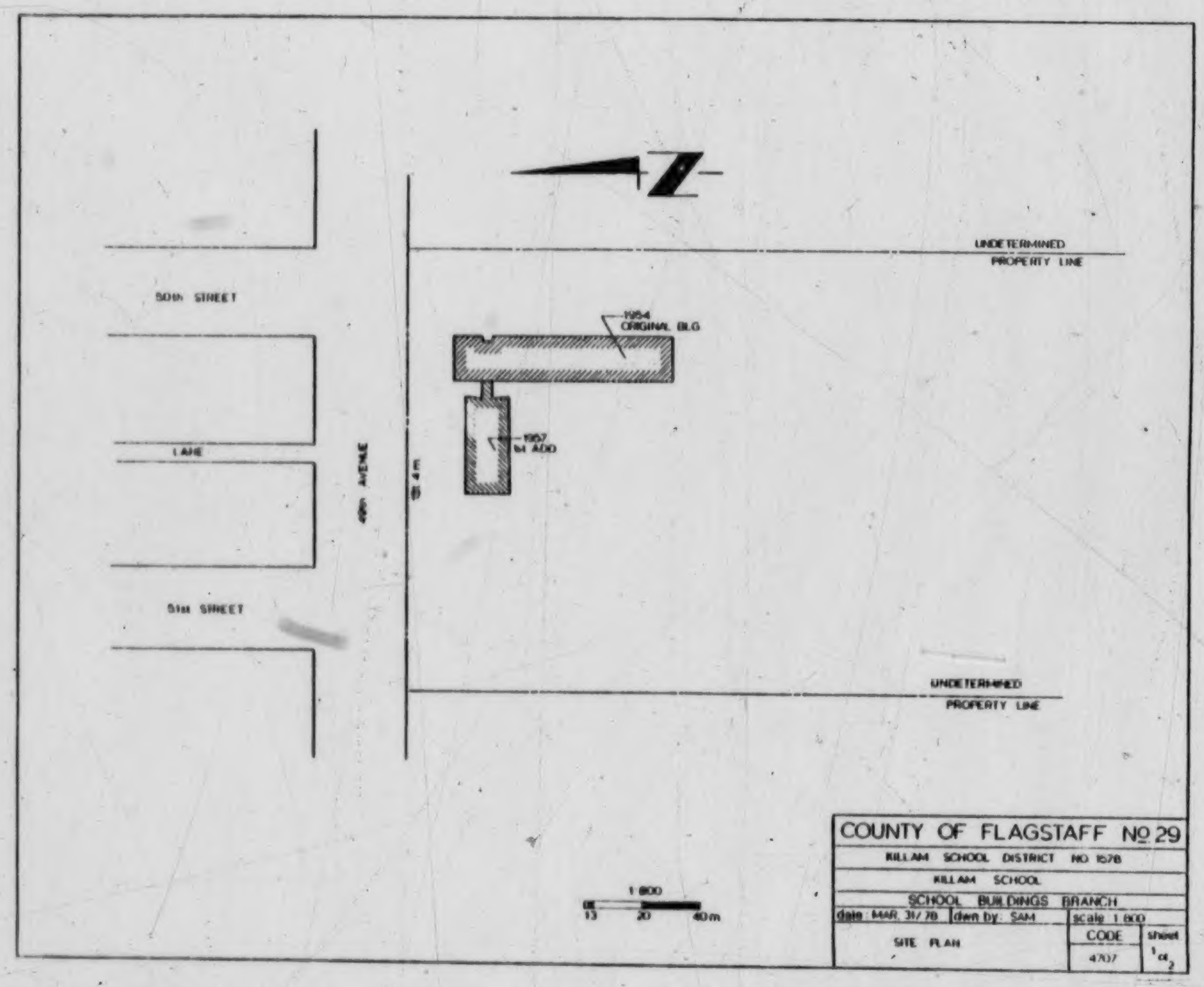
The enrolment and the size of the building do not represent problems for the immediate future. The building does, however, require upgrading in order that it remain operational. (See Appendix K) A replacement of windows, the gymnasium floor, the required underground work and fire code requirements will represent sizeable expenditures.

The only unknown associated with the Killam School is the continuation of the Killam Separate School. If this school were to discontinue operations, due to declining enrolments, the majority of those students would probably enrol at the Killam Public School. This, however, should not represent a major problem. These students could likely be incorporated into the existing classes without additional expenditures.

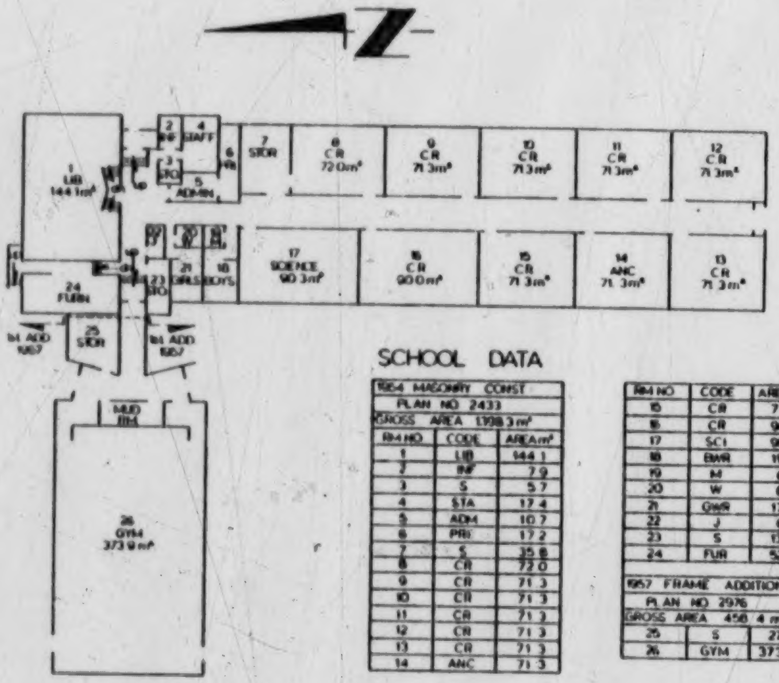
The County's B.Q.R.P. Committee, when studying this school, identified the following needs:

- window replacement (12 c/r)	$87,500.
- science room (extra sink, fume hood)	$2,500.

- underground work	$40,000.
- gym floor	$30,000.
- redesign of heating system in gym	$10,000.
- fire code requirements (alarms & enunciator)	$15,000.


UNDETERMINED
PROPERTY LINE
1954
ORIGINAL BLG
1957
1st ADD
50th STREET
LANE
51st STREET
49th AVENUE
℄ 4 m
UNDETERMINED
PROPERTY LINE
1:800
13
20
40 m

COUNTY OF FLAGSTAFF No 29
KILLAM SCHOOL DISTRICT NO 1578
KILLAM SCHOOL
SCHOOL BUILDINGS BRANCH
date: MAR. 31/78 | drwn by: SAM | scale 1:800
SITE PLAN
CODE 4707
sheet 1 of 2

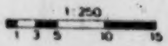

1
LIB
144 1m²
2
INF
3
STO
4
STAFF
5
ADMIN
6
PRI
7
STOR
8
CR
72 0m²
9
CR
71 3m²
10
CR
71 3m²
11
CR
71 3m²
12
CR
71 3m²
13
CR
71 3m²
14
ANC
71 3m²
15
CR
71 3m²
16
CR
90 0m²
17
SCIENCE
90 3m²
18
BOYS
19
M
20
W
21
GIRLS
22
J
23
STO
24
FURN
25
STOR
'64 ADD
1957
'64 ADD
1957
MUD
RM
26
GYM
373 9m²

SCHOOL DATA

1954 MASONRY CONST		
PLAN NO 2433		
GROSS AREA 1398 3 m²		
RM NO	CODE	AREA m²
1	LIB	144 1
2	INF	7 9
3	S	5 7
4	STA	17 4
5	ADM	10 7
6	PRI	17 2
7	S	35 8
8	CR	72 0
9	CR	71 3
10	CR	71 3
11	CR	71 3
12	CR	71 3
13	CR	71 3
14	ANC	71 3

RM NO	CODE	AREA m²
15	CR	71 3
16	CR	90 0
17	SCI	90 3
18	BWR	19 4
19	M	6 7
20	W	6 7
21	GWR	17 8
22	J	6 1
23	S	13 7
24	FUR	52 4
1957 FRAME ADDITION		
PLAN NO 2976		
GROSS AREA 458 4 m²		
25	S	27 4
26	GYM	373 9

WASHROOMS	BOY'S	GIRL'S
BASINS	3	4
WATER CLOSETS	4	5
URINALS	6	


1:250
1
3
5
10
15

COUNTY OF FLAGSTAFF № 29
KILLAM SCHOOL DISTRICT NO 1578
KILLAM SCHOOL
SCHOOL BUILDINGS BRANCH
date: MAR 31/78 dwn by: SAM scale 1:250
FLOOR PLAN
& SCHOOL DATA
CODE
4107
Sh.
2

TABLE 19

KILLAM PUBLIC SCHOOL ENROLMENT TRENDS

Grades

YEAR	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	TOTAL SCHOOL ENRL.
1978-79	28	14	26	20	14	14	20	28	33	-	-	-	197
1979-80	19	25	13	24	19	14	14	21	25	-	-	-	174
1980-81	16	20	28	13	29	18	19	15	26	-	-	-	184
1981-82	19	18	22	28	15	33	21	19	22	-	-	-	197
1982-83	11	21	16	23	25	13	33	17	19	-	-	-	178
1983-84	20	11	21	16	23	25	13	33	17	-	-	-	179
1984-85	*20*	*20*	*11*	*21*	*16*	*23*	*25*	*13*	*33*	-	-	-	*182*
1985-86	*21*	*20*	*20*	*11*	*21*	*16*	*23*	*25*	*13*	-	-	-	*170*
1986-87	*24*	*21*	*20*	*20*	*11*	*21*	*16*	*23*	*25*	-	-	-	*181*
1987-88	*27*	*24*	*21*	*20*	*20*	*11*	*21*	*16*	*23*	-	-	-	*183*
1988-89	*23*	*27*	*24*	*21*	*20*	*20*	*11*	*21*	*16*	-	-	-	*183*

*Projections for the Killam School are based on the continued operation of the Killam Roman Catholic Separate School District.

TABLE 20

KILLAM SCHOOL CURRENT AND PROJECTED SCHOOL BUILDING UTILIZATION

TYPE OF CNST.	YEAR OF CNST.	ORIGIN. CAPAC.	YEAR WRITTEN OFF	CURR. CAPAC.	ENROL. 83-84	CURR. %	CAPAC. 88-89	ENROL. 88-89	% UTIL. 88-89
M	1954	250	2004	225*			225*		
F	1957	0(Gym)							
TOTALS		*250*		*225*	*179*	*80%*	*225*	*183*	*81%*

**Includes reduction of 25 student places for financial reduction given to all schools in the province with 500 or less student places.*

LOUGHEED SCHOOL

ENROLMENT

The enrolment at the Lougheed School represents somewhat of an anomaly within the jurisdiction. It has in the past several years, and will continue, in the near future, to increase. (See Table 21) The total enrolment at the school four years ago was 66 students. This year the enrolment is 88 students and the projected enrolment for five years from now is 125 students. This represents an unusual situation for most schools in Eastern Alberta.

BUILDING

The Lougheed School was built in two sections. (See Figure 20) In 1953 the original school was erected. It houses the school proper of 6 classrooms. In 1972 a gymnasium was attached to the east side of the school. (See Figure 21)

The main building is of frame construction and is due to be removed from the jurisdiction capacity rating in 1988. (See Table 22) The building is currently rated by Alberta Education as having a student capacity of 100 places. This, combined with the current student enrolment represents approximately a 90% utilization of the schools capacity. This is a very healthy situation from an economic point of view.

FUTURE

The enrolments at the Lougheed School are quite compatible with the school building and should not represent a problem in the immediate future.

The required repair and renovation at the school is not excessive. (See Appendix L) There will be some needed floor covering replacement, some fire code requirements and some other minor expenditures in the near future, however, these are not the major kinds of expenditures that are required in some of the jurisdiction's other schools.

The County's B.Q.R.P. Committee, when studying this school, identified the following needs:

- redo front entrance and siding in front and back	$8,000.
- replace sidewalk (front ramp and railing)	$6,000.

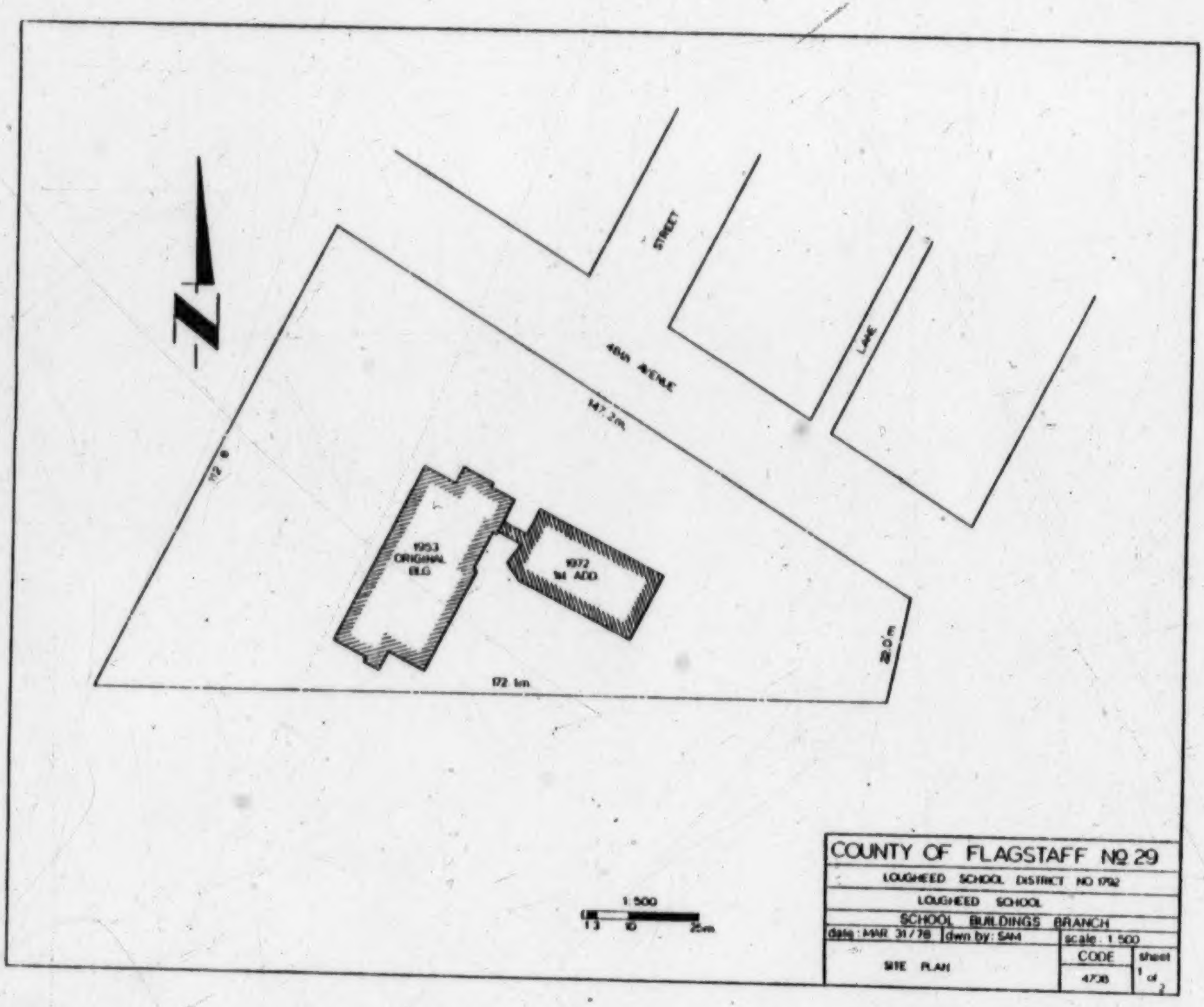
- replace flooring (lino in 5 c/r and 3 c/r equivalents)	$24,000.
- fire code (windows in science room)	$500.
- fire code (enunciator panel and detectors)	$10,000.
- carpet in library	$3,500.
- washroom modifications to accommodate handicapped student	$600.

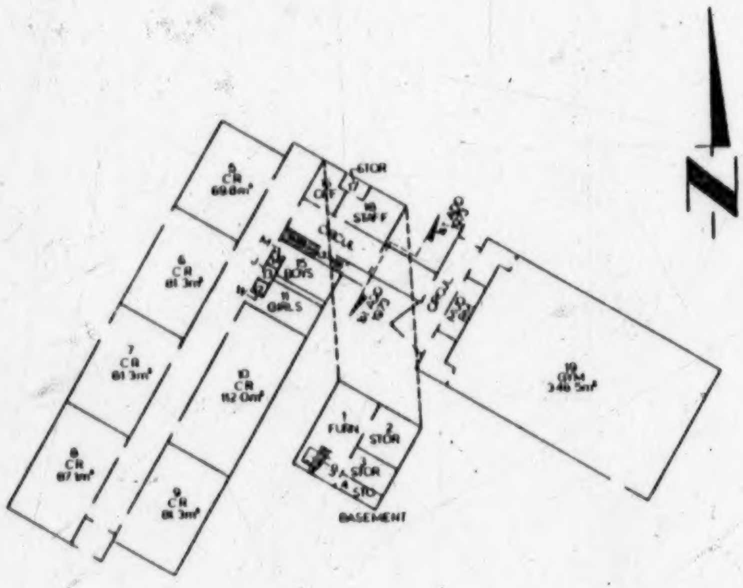
TABLE 21

LOUGHEED PUBLIC SCHOOL ENROLMENT TRENDS

Grades

YEAR	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	TOTAL SCHOOL ENRL.
1978-79	7	7	12	–	19	5	9	9	11	–	–	–	79
1979-80	12	6	7	10	–	16	–	9	6	–	–	–	66
1980-81	13	8	6	5	12	–	16	–	8	–	–	–	68
1981-82	12	12	11	6	5	11	–	16	–	–	–	–	73
1982-83	13	13	11	15	5	6	12	–	15	–	–	–	90
1983-84	15	11	12	11	15	6	6	12	–	–	–	–	88
1984-85	*17*	*15*	*11*	*12*	*11*	*15*	*6*	*6*	*12*	–	–	–	*105*
1985-86	*14*	*17*	*15*	*11*	*12*	*11*	*15*	*6*	*6*	–	–	–	*107*
1986-87	*15*	*14*	*17*	*15*	*11*	*12*	*11*	*15*	*6*	–	–	–	*115*
1987-88	*11*	*15*	*14*	*17*	*15*	*11*	*12*	*11*	*15*	–	–	–	*121*
1988-89	*19*	*11*	*15*	*14*	*17*	*15*	*11*	*12*	*11*	–	–	–	*125*

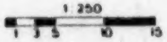

N
STREET
48th AVENUE
LANE
147.2m
172 8
1953
ORIGINAL
BLG
1972
1st ADD
22.0 m
172 1m
1:500
13
10
25m
COUNTY OF FLAGSTAFF № 29
LOUGHEED SCHOOL DISTRICT NO 1792
LOUGHEED SCHOOL
SCHOOL BUILDINGS BRANCH
date : MAR 31/78
dwn by: SAM
scale : 1 500
SITE PLAN
CODE
4738
sheet
1 of 2


5
CR
69.8m²
6
CR
81.3m²
7
CR
81.3m²
8
CR
87.1m²
9
CR
81.3m²
10
CR
112.0m²
11
GIRLS
15
BOYS
12
13
14
16
OF
17
STOR
18
STAFF
CIRCUL
19
GYM
346.5m²
1
FURN
2
STOR
3
STOR
4
STO
BASEMENT
N

SCHOOL DATA

1953 FRAME CONST		
PLAN NO 2252		
GROSS AREA 867.1m²		
RM NO	CODE	AREA m²
1	FUR	25.9
2	S	23.0
3	S	14.4
4	S	7.7
5	CR	69.8
6	CR	81.3
7	CR	81.3
8	CR	87.1
9	CR	81.3
10	CR	112.0
11	GWR	18.6
12	W	2.1
13	J	2.1
14	M	2.1
15	BWR	18.6
16	OF	14.4
17	S	4.5
18	STA	23.2
1973 MASONRY CONST		
PLAN NO 5241		
GROSS AREA 458.0m²		
19	GYM	346.5

WASHROOMS	BOY'S	GIRL'S
BASINS	3	3
WATER CLOSETS	2	3
URINALS	4	


1:250
1
3
5
10
15

COUNTY OF FLAGSTAFF № 29
LOUGHEED SCHOOL DISTRICT NO 1792
LOUGHEED SCHOOL
SCHOOL BUILDINGS BRANCH
date MAR 31/78 | dwn by SAM | scale 1:250
FLOOR PLAN
& SCHOOL DATA
CODE
4708
2 of 2

TABLE 22

LOUGHEED SCHOOL CURRENT AND PROJECTED SCHOOL BUILDING UTILIZATION

TYPE OF CNST.	YEAR OF CNST.	ORIGIN. CAPAC.	YEAR WRITTEN OFF	CURR. CAPAC.	ENROL. 83-84	CURR. %	CAPAC. 88-89	ENROL. 88-89	% UTIL. 88-89
F	1953	150	1988	100*	91	91%	-	105	Building Written Off
M	1972	0(Gym)							

*Includes reduction of 25 student places for financial reduction as well as a reduction of 25 student places when classroom #6 was converted to a library.

SEDGEWICK PUBLIC SCHOOL

ENROLMENT

The enrolments, in grades 1 through 9, at the Sedgewick Public School have been, for the past few years, relatively stable. For the school year 1978-79 the student population was 194. The current school population is 193. This may, however, be the last year of such stability as the projected student enrolment figures (or the school would indicate sizeable increases will likely occur over the next five years). (See Table 23) The forecast for the school year 1988-89 indicates a total population of 254 students for the school. This represents an increase of 60 students.

BUILDING

The two schools at Sedgewick are attached by a common gymnasium. This gymnasium is shown in Figure 22 as the 5th addition which was constructed in 1971. The Sedgewick Public School is housed in that part of the building described in this Figure as the 2nd addition, constructed in 1959 and the 6th addition which was constructed in 1972. The original building and the other 5 additions shown in Figure 19 house the Central High School. (See Figure 22)

The 1959 building is of frame construction and has 5 classrooms. It was originally rated for 125 students. It will be removed from the jurisdiction's capacity rating in 1994. (See Figure 23)

The 1972 addition is of masonry construction and added 8 classrooms to the existing 6. This addition was originally rated for 200 students. This rating will remain on the jurisdictions capacity count until the year 2022. (See Table 24)

The total capacity of these two additions would officially be listed at 325 students. It would, however, house about 270 or 280 students comfortably.

FUTURE

The future prospects for the Sedgewick Public School seem quite attractive. The enrolment is on the increase. The building is such that it can quite easily accommodate the increases in student population. Some renovation is required in the school, but it is relatively minor compared to other schools in the County. (See Appendix M)

The County's B.Q.R.P. Committee, when studying this school, indentified the following needs:

- refinishing gym floor and stage floor	$5,000.
- retiling boys' and girls' dressing rooms	$5,000.

SEDGEWICK CENTRAL HIGH SCHOOL

ENROLMENT

The enrolments at the Central High School in Sedgewick have declined dramatically in past years and they will continue to do so for the immediate future. (See Table 25) In the school year 1978-79 there were 304 students enrolled in the 3 grades offered by the high school. Today there are 216 students and for the school year 1988-89 there is a total projected enrolment of 200.

BUILDING

The Central High School has been constructed in a number of different stages. (See Figure 22) The two schools, Sedgewick Public School and the Central High School, are jointed together by a common gymnasium. This is shown in Figure 22 as addition 5. Those parts of the school that lie to the east of this gymnasium make up Central High School. The school is detailed in Figure 23.

The original building was constructed in 1917. It was a two storey structure housing 8 classrooms and is still in use. It was originally rated as having a capacity of 200 student places.

In 1956 a gymnasium, an Industrial Arts laboratory and a Home Economics facility was attached to the north of the original building. (See Figure 24) Due to the specialized features of this addition is rated as having only 40 student spaces. (See Table 24)

The next addition was attached to the south side of the original school building in 1968. It houses the administration offices, the staff room, the Business Education facilities, a multi-purpose room, two science laboratories and a language laboratory. It is of masonry construction and has a student rating of 150 places. It will be written off the jurisdiction's student capacity rating in 1968.

In 1969 an extension was added to the industrial arts area. This was again extended in 1978. Due to the specialized purpose of these additions only 20 student places were added to the school capacity by both extensions. (See Figure 25)

In 1972 the gymnasium and the library were constructed. This addition joined the two schools and is used commonly by both. Again due to the specialized nature of this addition no student places were added to the school's capacity rating.

FUTURE

The original 8 classrooms were written off the school's capacity rating in 1967. This leaves the school officially sized at approximately 200 student places. It can in fact, and has in the past, serviced over 300 students. However, due to the decline in the school's student population it may well be a long while before the numbers place any pressure on the facilities again.

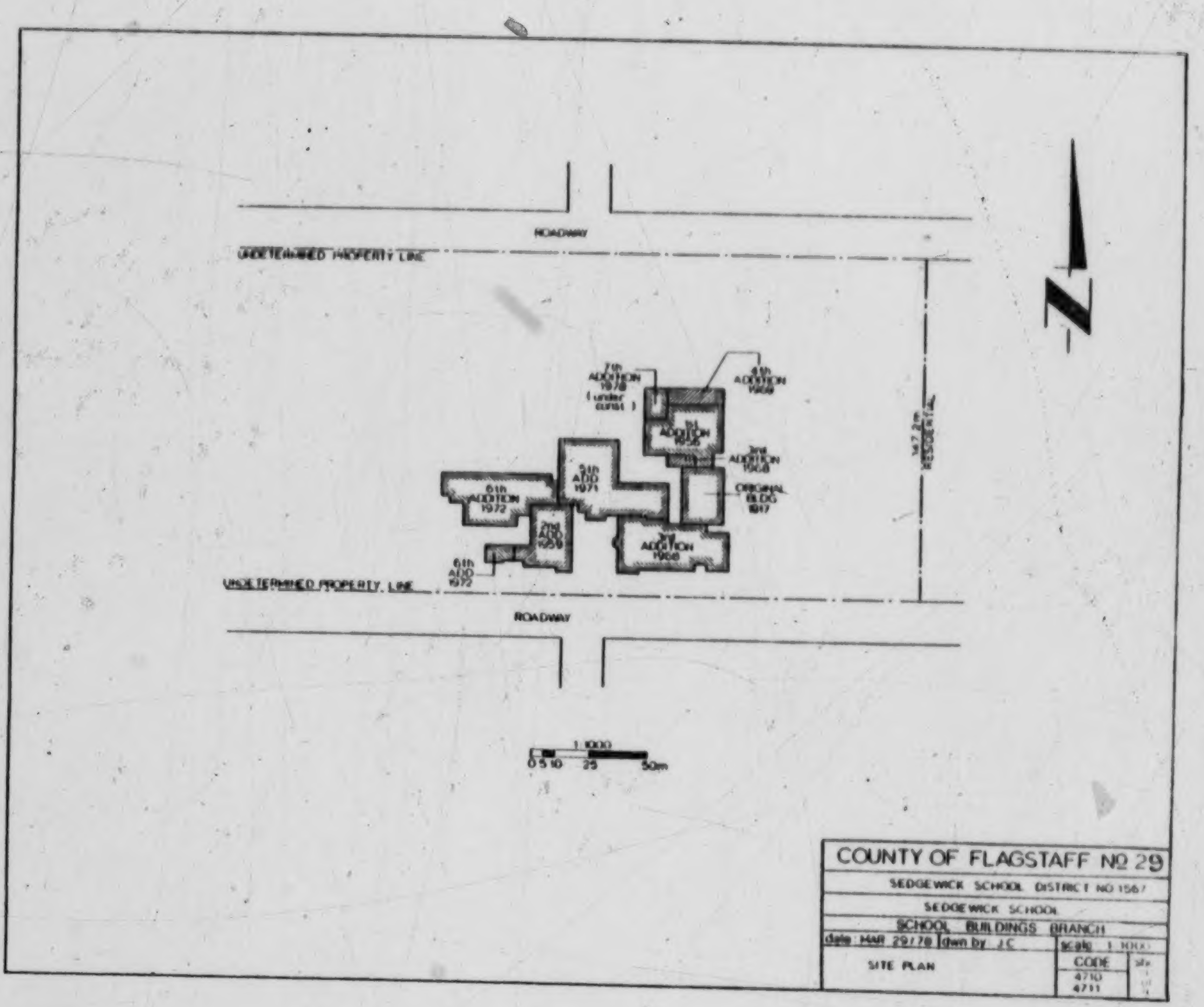
On the other hand, due to the specialized nature of the additions and there placement relative to the original building, it would be almost impossible to close any one section of the school. This should not, however, become a major concern. The enrolments in the immediate future do not look bright. In the longer term this trend should be reversed. If we look at the numbers now in the elementary grades at the Sedgewick Public School we see sizeable increases beginning to occur. It is only a matter of time before these increases begin to be felt at the high school level.

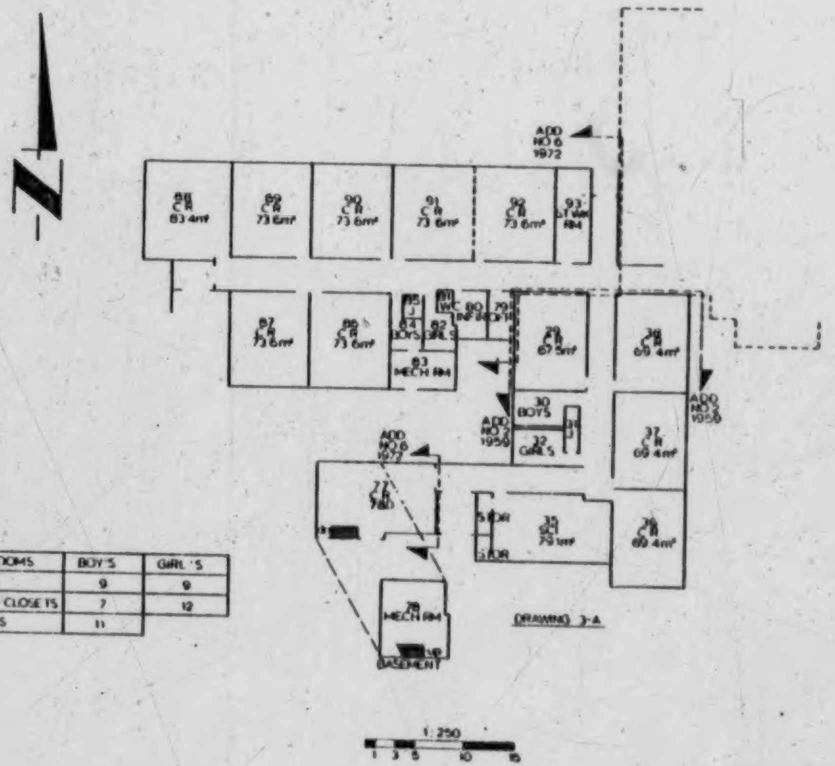
There is a sizeable expenditure required at the Central High School in the way of renovation and repairs. This is, of course, not unexpected when the age of the original building is considered and the number of additions that have been involved. (See Appendix M)

If a centralized high school were to be built in the County it would be somewhat of a dilemna as to what use could be made of this building. There would seem to be little alternative but to close the facility.

When the County B.Q.R.P. Committee studied the school they identified the following needs:

- code requirements (panic hardware, wall storage rooms, door jambs, closures)	$14,000.
- carpet for typing room	$3,500.
- new window replacement (brick section at $5,000./room)	$40,000.
- exhausted metal cabinet (I.A. room)	$600.
- replace old battleship lino (4 rooms, hall, stairs)	$21,000.
- change light fixtures (classrooms and halls)	$5,000.
- dust collection system	$15,195.
- drapes for typing room	$1,000.
- if hardwood instead of tile	$30,000.
- re-design of heating system for gym	$10,000.
- new washrooms and change rooms	$30,240.
- remodelling to accommodate above addition	$15,000.
- estimate on architectural fees	$25,000.


ROADWAY
UNDETERMINED PROPERTY LINE
7th ADDITION 1978 (under const.)
4th ADDITION 1969
1st ADDITION 1956
3rd ADDITION 1968
ORIGINAL BLDG 1917
5th ADD 1971
6th ADDITION 1972
2nd ADD 1959
3rd ADDITION 1968
6th ADD 1972
147.2m RESIDENTIAL
UNDETERMINED PROPERTY LINE
ROADWAY
1:1000
0 5 10 25 50m
COUNTY OF FLAGSTAFF Nº 29
SEDGEWICK SCHOOL DISTRICT NO 1567
SEDGEWICK SCHOOL
SCHOOL BUILDINGS BRANCH
date MAR 29/78
dwn by J.C.
scale 1:1000
SITE PLAN
CODE
4710
4711


ADD NO 6 1972
88 CR 83.4m²
89 CR 73.6m²
90 CR 73.6m²
91 CR 73.6m²
92 CR 73.6m²
93 ST RM
87 CR 73.6m²
88 CR 73.6m²
85 J
84 BOYS
81 WC
82 GIRLS
80 INF
79 OFF
83 MECH RM
29 CR 67.5m²
38 CR 69.4m²
30 BOYS
32 GIRLS
ADD NO 2 1950
ADD NO 3 1956
37 CR 69.4m²
ADD NO 6 1972
77 CR
35 SCI 73m²
S.TOR
S.TOR
36 CR 69.4m²
78 MECH RM
BASEMENT
DRAWING 3-A
1:250
1 3 5 10 15

WASHROOMS	BOY'S	GIRL 'S
BASINS	9	9
WATER CLOSETS	7	12
URINALS	11	

COUNTY OF FLAGSTAFF NO. 29

SEDGEWICK SCHOOL DISTRICT NO 1567

SEDGEWICK SCHOOL

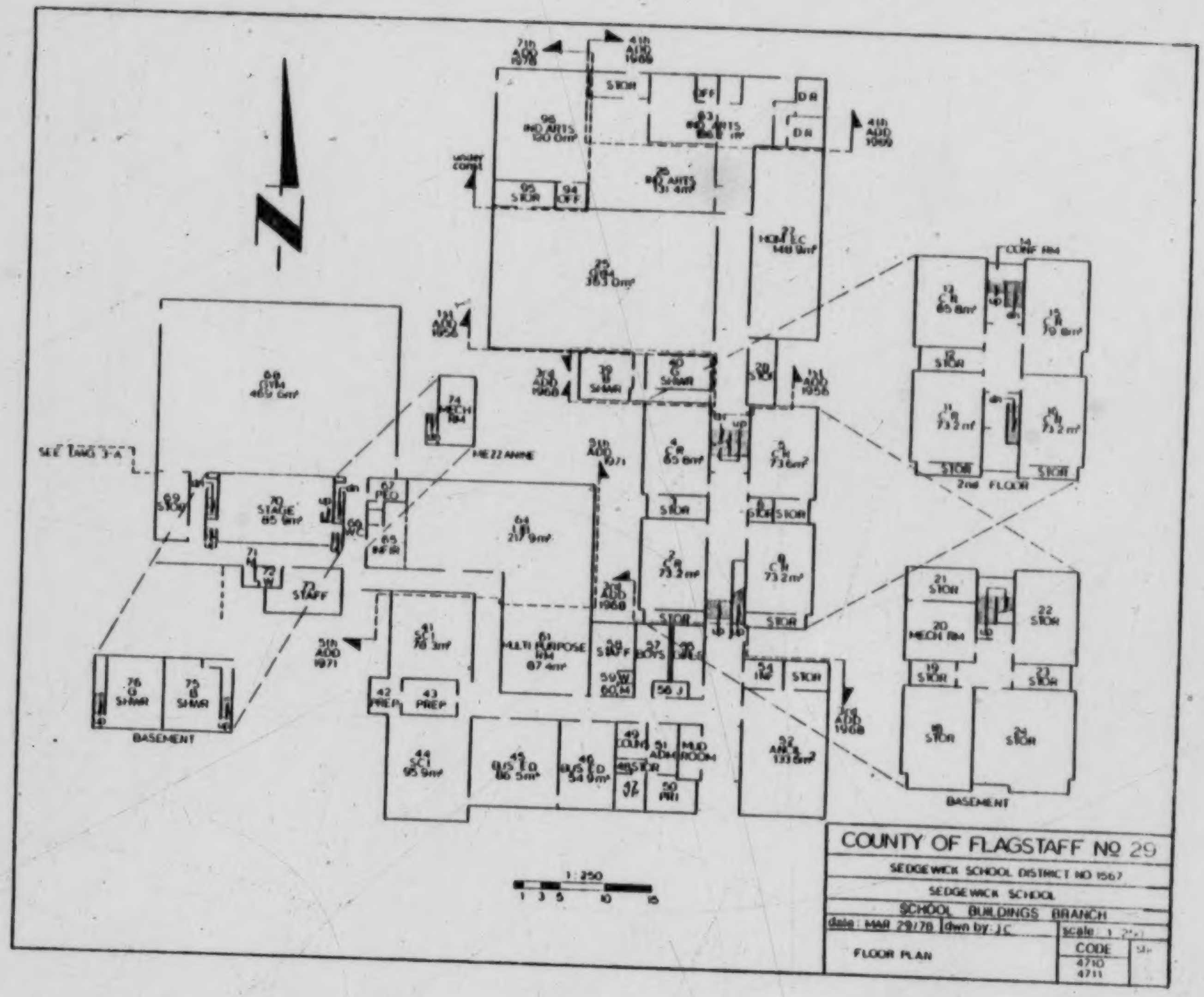
SCHOOL BUILDINGS BRANCH

date: MAR 29/78 | dwn by: J.C. | scale: 1:250

FLOOR PLAN

CODE 4710 4711

sheet 3 of 4


N
1:250
1 3 5 10 15
COUNTY OF FLAGSTAFF Nº 29
SEDGEWICK SCHOOL DISTRICT NO 1567
SEDGEWICK SCHOOL
SCHOOL BUILDINGS BRANCH
date: MAR 29/78
dwn by: J.C.
scale: 1:250
CODE
4710
4711
FLOOR PLAN
2nd FLOOR
BASEMENT
MEZZANINE
SEE DWG 3-A
under const
7th ADD 1978
4th ADD 1969
1st ADD 1956
3rd ADD 1968
5th ADD 1971
96 IND ARTS 120.0m²
83 IND ARTS
95 STOR
94 OFF
STOR
OFF
DR
25 GYM 363.0m²
27 HOM EC 148.9m²
68 GYM 469.0m²
70 STAGE 85.8m²
64 LIB 217.9m²
61 MULTI PURPOSE RM 87.4m²
41 SCI 78.3m²
42 PREP
43 PREP
44 SCI 95.9m²
45 BUS ED 86.5m²
46 BUS ED 54.9m²
49 COUN
51 ADMIN
MUD ROOM
50 PRI
52 ARTS 133.0m²
72 STAFF
74 MECH RM
39 SHWR
40 SHWR
4 CR 65.8m²
3 CR 73.6m²
2 CR 73.2m²
8 CR 73.2m²
STOR
12 CR 65.8m²
13 CR 70.8m²
11 CR 73.2m²
16 CR 73.2m²
14 CONF RM
21 STOR
20 MECH RM
19 STOR
18 STOR
22 STOR
23 STOR
24 STOR
76 G SHWR
75 B SHWR

SCHOOL DATA

RM NO	CODE	AREA m²
1917 MASONRY CONST		
PLAN NO		
GROSS AREA 1333 1m²		
1	☒	☒
2	CR	73 2
3	S	16 1
4	CR	65 8
5	CR	73 8
6	S	6 2
7	S	7 8
8	CR	65 8
9	☒	☒
10	☒	☒
11	CR	73 2
12	S	16 1
13	CR	65 8
14	CNF	6 8
15	CR	79 8
16	CR	
17	☒	☒
18	S	77 6
19	S	12 0
20	MEC	40 5
21	S	25 5
22	S	63 0
23	S	16 1
24	S	117 6
1956 MASONRY CONST		
PLAN NO 2893		
GROSS AREA 751 1m²		
25	GYM	363 0
26	IA	131 4
27	MEC	148 9
28	S	20 6
1959 MASONRY CONST		
PLAN NO 3342		
GROSS AREA 534 2m²		
29	CR	67 5
30	BWR	16 5
31	J	5 4
32	GWR	16 5
33	☒	☒
34	☒	☒
35	SCI	89 0
36	CR	69 4
37	CR	69 4
38	CR	69 4
1968 MASONRY CONST		
PLAN NO		
GROSS AREA 1063 4m²		
39	BSD	28 5
40	GSD	25 9
41	SCI	78 3
42	SCP	11 5
43	SCP	20 9
44	SCI	95 9
45	BSE	86 5
46	BSE	54 9
47	VP	11 5
48	S	2 4
49	CNS	11 8
50	PRI	19 4
51	ADM	15 5
52	ANC	133 6
53	☒	☒
54	INF	11 6
55	GWR	17 7
56	J	5 6
57	BWR	17 7
58	STA	30 3
59	W	1 5
60	M	1 5
61	ANC	87 4
1969 MASONRY CONST		
PLAN NO 4929		
GROSS AREA 193 8m²		
62	☒	☒
63	IA	186 2
1971 MASONRY CONST		
PLAN NO 5111		
GROSS AREA 1211 4m²		
64	LIB	217 9
65	INF	22 2
66	WC	2 3
67	PEO	8 4
68	GYM	489 6
69	S	22 7
70	STG	85 9
71	M	2 3
72	W	4 4
73	STA	33 6
74	MEC	27 0
75	BSD	43 8
76	GSD	42 [illegible]
1972 MASONRY CONST		
PLAN NO 5246		
GROSS AREA 955 3m²		
77	CR	78 0
78	MEC	47 3
79	OF	12 0
80	INF	14 4
81	WC	3 0
82	GWR	10 9
83	MEC	23 7
84	BWR	9 0
85	J	3 4
86	CR	73 6
87	CR	73 6
88	CR	83 4
89	CR	73 6
90	CR	73 6
91	CR	73 6
92	CR	73 6
93	SWR	31 3
1978 WOODFRAME CONST		
PLAN NO		
GROSS AREA 149 0m²		
94	OF	8 6
95	S	17 6
96	IA	120 0

COUNTY OF FLAGSTAFF Nº 29

SEDGEWICK SCHOOL DISTRICT NO 1567

SEDGEWICK SCHOOL

SCHOOL BUILDINGS BRANCH

date MAR 29/78	dwn by J C	scale	
SCHOOL DATA		CODE	sheet
		4710 4711	4 of 4

TABLE 23

SEDGEWICK PUBLIC SCHOOL ENROLMENT TRENDS

Grades

YEAR	SP. ED.	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	TOTAL SCHOOL ENRL.
1978-79	-	14	18	22	19	13	26	28	28	26	-	-	-	194
1979-80	3	18	15	15	23	20	15	30	27	33	-	-	-	199
1980-81	4	20	21	17	16	22	22	20	30	24	-	-	-	196
1981-82	3	23	22	22	15	15	21	19	18	30	-	-	-	188
1982-83	3	17	20	21	22	17	20	19	20	24	-	-	-	183
1983-84	-	35	18	19	22	21	21	19	25	27	-	-	-	207
1984-85	-	*40*	*35*	*18*	*19*	*22*	*21*	*21*	*19*	*25*	-	-	-	*220*
1985-86	-	*32*	*40*	*35*	*18*	*19*	*22*	*21*	*21*	*19*	-	-	-	*227*
1986-87	-	*25*	*32*	*40*	*35*	*18*	*19*	*22*	*21*	*21*	-	-	-	*233*
1987-88	-	*31*	*25*	*32*	*40*	*35*	*18*	*19*	*22*	*21*	-	-	-	*244*
1988-89	-	*33*	*31*	*25*	*32*	*40*	*35*	*18*	*19*	*22*	-	-	-	*256*

TABLE 24

SEDGEWICK ELEMENTARY AND CENTRAL HIGH SCHOOL CURRENT AND PROJECTED SCHOOL BUILDING UTILIZATION

TYPE OF CNST.	YEAR OF CNST.	ORIGIN. CAPAC.	YEAR WRITTEN OFF	CURR. CAPAC.	ENROL. 83-84	CURR. %	CAPAC. 88-89	ENROL. 88-89	% UTIL. 88-89
M	1917	200	1967	0			0		
M	1956	40	1991	40			40		
M	1959	125	2009	125			125		
M	1968	150	2018	150			150		
M	1969	0(I.A.)		-			-		
M	1971	0(Gym)		-			-		
M	1972	200	2022	200			200		
F	1978	20	2013	20			20		
TOTALS		*735*		*385*[4]	*422*	*110%*	*385*[4]	*424*	*110%*

[4] *Includes reductions of 150 student places due to financial reduction of 50 student places and a reduction of 100 student places due to room re-designations.*

TABLE 25

CENTRAL HIGH SCHOOOL ENROLMENT TRENDS

YEAR	Grades X	 XI	 XII	TOTAL SCHOOL ENRL.
1978-79	107	94	103	304
1979-80	93	97	86	276
1980-81	105	84	85	274
1981-82	86	97	85	268
1982-83	71	82	90	243
1983-84	80	66	70	216
1984-85	*75*	*75*	*60*	*210*
1985-86	*90*	*70*	*70*	*230*
1986-87	*65*	*85*	*65*	*215*
1987-88	*80*	*60*	*80*	*220*
1988-89	*75*	*70*	*55*	*200*

SOUTHBEND SCHOOL

The Southbend School, which is a school located on the Southbend Hutterite Colony, means very little for the purpose of this study. However, their enrolments have been included as part of the overall County enrolment projection and are detailed in Table 26.

It is interesting to note the decline in enrolment that the school has suffered in the past 5 years and the projection for the next 5. This represents a sizeable decrease in numbers of students for the school.

TABLE 26

SOUTHBEND PUBLIC SCHOOL ENROLMENT TRENDS

Grades

YEAR	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	TOTAL SCHOOL ENRL.
1978-79	4	4	7	7	7	5	6	-	2	2	-	-	44
1979-80	2	4	4	7	7	7	5	5	-	-	-	-	41
1980-81	3	2	4	4	7	7	7	5	-	1	-	-	40
1981-82	2	3	1	4	3	3	4	4	-	-	-	-	24
1982-83	2	2	3	1	4	3	3	4	-	-	-	-	22
1983-84	2	2	2	3	1	4	3	3	-	-	-	-	20
1984-85	*1*	*2*	*2*	*2*	*3*	*1*	*4*	*3*	-	-	-	-	*18*
1985-86	*1*	*1*	*2*	*2*	*2*	*3*	*1*	*4*	-	-	-	-	*16*
1986-87	*1*	*1*	*1*	*2*	*2*	*2*	*3*	*1*	-	-	-	-	*13*
1987-88	*1*	*1*	*1*	*1*	*2*	*2*	*2*	*3*	-	-	-	-	*13*
1988-89	*1*	*1*	*1*	*1*	*1*	*2*	*2*	*2*	-	-	-	-	*11*

STROME SCHOOL

ENROLMENT

The Strome School operates as a grade 1 through 9 school with a total enrolment of 112 students. This represents a sizeable decrease in the numbers of students serviced by the school over the past few years. (See Table 27) This trend of declining enrolment would seem to have stabilized. The enrolment projections for the school remain unchanged for the immediate future.

BUILDING

The school at Strome has been constructed in three stages. (See Figure 25) The original building is of masonry construction and was built in 1951. It was 6 classrooms in size and had a capacity rate of 150 students. It will be written off the jurisdiction's capacity rating in 2001. (See Figure 26)

In 1956 a gymnasium, a library and a classroom were added to the south end of the school. Again, this building was of masonry construction. It was assigned a capacity rating of 25 students which will remain on jurisdiction's capacity rating until 2006.

In 1960 two additional classrooms were added to the north end of the school. It is also a masonry constructed addition and has a student capacity rating of 50 students. It will remain on the overall jurisdiction capacity rating until 2010.

FUTURE

The total capacity rating for the school has been placed at 175 students by Alberta Education. With the current enrolment of 112 students this represents a utilization figure of 64%. This percentage will remain unchanged for the next few years. (See Table 28)

The population at Strome should be well served by the school for forseeable future. Some upgrading will likely be required, however, the school is in very good condition and expenditures should not be excessive.

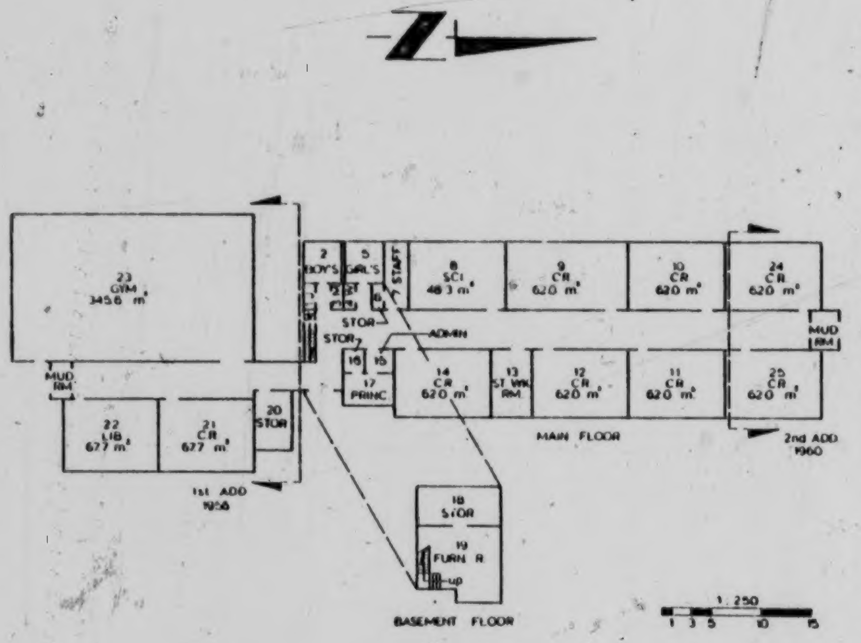
When the County B.Q.R.P. Committee studied the school they identified the following needs:

- upgrading of science room (fume hood,	$2,000.

counters, etc.)

- lock system replacement	$2,200.

In addition to this a number of items are required in order that the school comply with the requirements of the Fire Prevention Act. (See Appendix N)


23
GYM
345.6 m²
MUD RM
22
LIB
67.7 m²
21
CR
67.7 m²
20
STOR
1st ADD
1956
2
BOY'S
5
GIRL'S
STAFF
STOR
STOR
ADMIN
16
15
17
PRINC
8
SCI
48.3 m²
9
CR
62.0 m²
10
CR
62.0 m²
24
CR
62.0 m²
14
CR
62.0 m²
13
ST WK RM
12
CR
62.0 m²
11
CR
62.0 m²
25
CR
62.0 m²
MUD RM
MAIN FLOOR
2nd ADD
1960
18
STOR
19
FURN R
up
BASEMENT FLOOR
1 : 250
1
3
5
10
15

SCHOOL DATA

RM NO	CODE	AREA m²
1951 MASONRY CONST		
PLAN NO 1969		
GROSS AREA 802.0 m²		
1	J	2.9
2	BWR	14.8
3	M	2.9
4	W	2.9
5	GWR	14.8
6	S	2.9
7	S	15.2
8	SCI	48.3
9	CR	72.6
10	CR	62.0
11	CR	62.0
12	CR	62.0
13	SWR	25.1
14	CR	62.0
15	ADM	6.6
16	S	4.8
17	PRI	15.0
18	S	30.4
19	FUR	50.3
1956 MASONRY CONST		
PLAN NO 2892		
GROSS AREA 624.6 m²		
20	S	20.5
21	CR	67.7
22	LIB	67.7
23	GYM	345.6
1960 MASONRY CONST		
PLAN NO 3341		
GROSS AREA 175.0 m²		
24	CR	62.0
25	CR	62.0

WASHROOMS	BOY'S	GIRL'S
BASINS	3	3
WATER CLOSETS	2	4
URINALS	3	

COUNTY OF FLAGSTAFF No 29
STROME SCHOOL DISTRICT No. 1978
STROME SCHOOL
SCHOOL BUILDINGS BRANCH
date MARCH 29/78 | dwn by: D M H | scale 1 : 250
FLOOR PLAN
CODE 47'2
Sheet 2 of

TABLE 27

STROME PUBLIC SCHOOL ENROLMENT TRENDS

Grades

YEAR	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	TOTAL SCHOOL ENRL.
1978-79	11	13	13	21	16	17	14	17	18	-	-	-	140
1979-80	17	14	14	13	21	17	15	13	16	-	-	-	140
1980-81	17	16	12	13	11	19	19	12	11	-	-	-	130
1981-82	10	15	14	13	12	11	19	18	12	-	-	-	124
1982-83	12	12	11	13	12	13	12	17	15	-	-	-	117
1983-84	10	12	12	11	13	12	13	12	17	-	-	-	112
1984-85	*13*	*10*	*12*	*12*	*11*	*13*	*12*	*13*	*12*	-	-	-	*108*
1985-86	*16*	*13*	*10*	*12*	*12*	*11*	*13*	*12*	*13*	-	-	-	*112*
1986-87	*12*	*16*	*13*	*10*	*12*	*12*	*11*	*13*	*12*	-	-	-	*111*
1987-88	*14*	*12*	*16*	*13*	*10*	*12*	*12*	*11*	*13*	-	-	-	*113*
1988-89	*13*	*14*	*12*	*16*	*13*	*10*	*12*	*12*	*11*	-	-	-	*112*

TABLE 28

STROME SCHOOL CURRENT AND PROJECTED SCHOOL BUILDING UTILIZATION

TYPE OF CNST.	YEAR OF CNST.	ORIGIN. CAPAC.	YEAR WRITTEN OFF	CURR. CAPAC.	ENROL. 83-84	CURR. %	CAPAC. 88-89	ENROL. 88-89	% UTIL. 88-89
M	1951	150	2001	150			150		
M	1956	25	2006	25*			25*		
M	1960	50	2010	50			50		
TOTALS		*225*		*175***	*112*	*64%*	*175***	*113*	*65%*

**Is reduced by 25 student places since classroom #31 has been converted to gym storage.*

***Includes reduction of 25 student places for financial reduction given to all schools in the province with 500 student places or less.*

APPENDIX B

INTERVIEW GUIDE

INTERVIEW GUIDE

Name:

Organizational Relationship:

Involvement in the case:

Began - Date, first activity

Reason for involvement

- due to position
- due to appointment by
- voluntary

Nature of involvement

- full or part time, how much time?
- committee member?
- formal/informal
- other

End of active involvement - date, last activity

The Issues:

- What was the major problem the policy was intended to address?
- Were there any related problems or issues?
- Did the problem change during the process?
- What caused this to be a problem at this particular time?

- Were there pressures fromoutside the system?

- What would have been the consequences if no action had been taken?

The Process:

- Was the manner for arriving at a policy decided before any action took place?

- If so, what was the process to be?

- Did the process follow this course?

- Describe the actual process: (Probe for detail)

- Were certain steps in the process particularly inefficient or ineffective?

- What were they (if any)?

- If you were able to redesign the process, how would you set it up?

- What information was used in developing the policy?

- Did the alternatives developed by Alberta Education represent a sufficient range?

- Were all of the alternatives considered?

- Were there other alternatives that should have been considered?

The Participants:

- With whom did you have the most direct contact in consideration of this (these) issues? (Several names)

- Were there others who were not directly part of the decision-making who contacted you directly?

- Who were the most influential persons in determining the final policy? What was their interest in the issue(s)?

- Did they use any particular strategy for influencing decision?

- Did you adopt any particular strategies?

- Were there specific interest groups that would be affected by the policy decisions?

- Who were their representatives (spokesmen)?

- Which of these groups was the most influential; which was the least?

The Outcomes:

- Do you think the final policy was the best alternative in resolving the issue?

- If not, where was it deficient?

- Did the final policy statement favour one individual or one group more than another? If so, why?

- What changes would you like to see?

APPENDIX C

MINISTER OF EDUCATION'S

LETTER DATED APRIL 2, 1981

EDUCATION

403/427-2025

319 Legislative Building
Edmonton, Alberta, Canada
T5K 2B6

Office of
the Minister

April 2, 1981

TO: All Chairmen

I enclose for your information a copy of a statement regarding school closure processes.

May I draw your attention to some salient features.

For the time being, we will not proceed by way of regulation. Rather, we are advising every board that a pre-condition of my approval of a request for school closure will be the existence of a written board policy dealing with the process by which closure is effected and the satisfactory demonstration by the board that it has followed its own policy.

Basically the intention of the policy is:

a) to ensure that students, staff and parents become aware of the potential of a school closure at the point when that potential is judged to be significant;

b) to ensure that students, staff and the community:

  i) become aware immediately the board declares its intention to close a school;

  ii) have an opportunity for input; and

c) to provide a 'cooling-off' period.

You will note that at the end of the process, the school board retains the unreserved right to make the final decision.

If the statement raises any questions or concerns with your members, I would be pleased to hear from you.

Yours truly,

David King

David King
Minister of Education

Enclosure

POLICY re: SCHOOL CLOSURES (PROCESS)

Section 140 of The School Act states:

> A board may, with the approval of the Minister, close a School for such period as may be approved by the Minister.

While Section 12(1)(n) of The School Act establishes that the Minister of Education may make regulations respecting the criteria for school closures, regulations as such do not appear necessary at the moment.

This policy is to advise boards and their officials that as a precondition of the Minister's approving a school closure a school board in Alberta must have established written policies and procedures appropriate to its own set of circumstances with respect to the closing of schools, and must demonstrate that it has adhered to the policy.

The Minister is prepared to approve school closures where a written board policy has been followed that meets the criteria set out below:

1) There must be established, in advance, a "critical minimum enrollment" for each school, or each type of school in the jurisdiction. This "critical minimum enrollment" might be expressed as a number, or as a percentage of rated capacity.

   The "critical minimum enrollment" is the point below which closure of the school must be considered as a possible program alternative for the board.

2) There must be effective communication to the parents of students attending the school, and electors in the attendance area generally, of the fact that, enrollment having fallen below the "critical minimum", closure is a possibility. (Ordinarily, such communication will be as soon as practical after the "critical minimum" has been reached or passed.)

. . . /2

3) Where a board decides to pursue closure, there must be a notice of motion, at a regular meeting of the school board, proposing that a specific school or schools be closed.

4) Immediately following notice of motion, there must be communication, in writing, to the parent of every child in the school of the fact and implications of the notice of motion.

Such communication must address questions relating to how a specific closure would affect the following:

a) The attendance area defined for that school;
b) The attendance at other schools, of students re-located by virtue of school closure;
c) The need for, and extent of, busing;
d) The effect on the social environment of the community;
e) Program implications for the students when they are attending other schools.
f) Program implications for other schools;
g) The educational and financial impact of closing the school, including the effect on operational costs and the capital implications;
h) The financial and educational impact of not closing the school;
i) The capital needs of other schools that may have increased enrollment.

Such communication should also include a statement as to the proposed disposal of the closed school (i.e., mothballing, lease to community organization, lease to government agency, sale, demolition, etc.)

5) There must be a public meeting organized and convened by the board, in the school, for the purpose of discussing the proposed resolution, its implications for the students and for the system, possible

. . . /3

implementation, and possible alternatives.

Such a meeting must be effectively advertised, particularly to the parents of students enrolled in the school. Appropriate advance notice must be provided (perhaps two weeks).

At least a significant minority of the trustees should be in attendance at such public meetings.

6) There must be an appropriate opportunity (perhaps three weeks) for concerned electors to prepare a response (or responses) to the notice of motion, including preferred alternatives.

7) There must be an appropriate opportunity for representatives of concerned electors to present their response to the school board to comment upon the response and the notice of motion, and to answer questions.

8) The debate and the vote upon the notice of motion must take place only after the above minimum criteria have been met.

APPENDIX D

FIRST COUNTY OF FLAGSTAFF
FIVE YEAR SCHOOL BUILDING PLAN

COUNTY OF FLAGSTAFF NO. 29
FIVE YEAR SCHOOL BUILDINGS PLAN

Further to continued research and discussion as to the direction the Board of Education should take regarding schools and school buildings in the County of Flagstaff, public hearings were held on April 9, 10, 11, 1984 in Forestburg, Daysland and Sedgewick respectively, and opinionaires were distributed to the ratepayers, to determine the wishes of the public at large in the County regarding this area.

The public was asked to indicate which of the following buildings policy alternatives was most desirable:

A. Alternative A would be to simply use Building Quality Restoration Program money to upgrade the schools as they currently exist. Building Quality is limited in application and scope e.g. fire code upgrading, window replacement, roof replacement, etc.

This would mean major expenditures in some schools, in particular, in Forestburg and in Hardisty. This alternative is only possible, of course, if these two buildings are determined to be structurally sound and could be upgraded to the point where they could be used for some years to come.

B. This alternative would see the reassigning of attendance boundaries in such a way as to make more effecitve use of the schools at Heisler and Galahad. These two schools are probably the most structurally sound of any of the schools in the County and they are not being utilized to anything near their potential.

C. Another alternative might be the retention of the current attendance boundaries, but with new additions being added to the Forestburg and the Hardisty schools. The form that these additions might take have varying possibilities, but the main purpose would be to retain the current attendance boundaries. This would see the continuation of the three smaller high schools within the County.

D. Alternative D would be to consider the construction of one centrally located high school which would serve all of the high school students residing in the County of Flagstaff. Such a school should be located as close to the geographic centre of the County as possible and should be sized to accommodate approximately 650 students. (Grade 9-12).

Tabulation of the briefs produced the following information:

Forestburg - 13 briefs - all supportive of alternative 'C'
Daysland - 7 briefs supportive of alternative 'C'
Daysland - 2 briefs supportive of alternative 'A'
Daysland - 2 briefs supportive of alternative 'B'
Daysland - 1 brief supportive of alternative 'A or B'
Sedgewick - 12 briefs supportive of alternative 'C'
Sedgewick - 2 briefs supportive of alternative 'B'
Sedgewick - 2 briefs supportive of alternative 'A or C'
Sedgewick - 1 brief supportive of alternative 'Parts of A, B & C'

Tabulation of the opinionnaires as indicated yielded the following information:

	Total Points	Points	%	Points	%	Points	%	Points	%
Sedgewick	694	203	29%	202	29%	202	29%	87	13%
Lougheed	161	58	36%	68	42%	31	19%	4	3%
Heisler	428	119	28%	163	38%	94	22%	52	12%
Alliance	364	133	37%	98	27%	73	20%	60	16%
Strome	325	86	26%	93	29%	87	27%	59	18%
Killam	317	63	20%	91	29%	64	20%	99	31%
Galahad	555	106	19%	215	39%	93	17%	141	25%
Hardisty	834	213	26%	128	15%	404	48%	89	11%
Forestburg	891	232	26%	181	20%	363	41%	115	13%
Daysland	1056	314	30%	299	28%	325	31%	118	11%

It was inferred from the information received in the briefs and opinionaires, that the predominant wish of the Flagstaff public was to maintain 'status quo' in the County in terms of location of schools. The Board's actions thereafter appear to be in keeping with a decision to maintain 'status quo'. To coincide with this direction regarding school buildings the Board of Education has presently:

1. Approved new additions to the Hardisty and Forestburg school complexes and the upgrading of the rest of the schools.

2. Approved a new attendance area policy coinciding with the above 'status quo' position in an attempt to stabilize student population predictability in each of the school attendance areas.

3. Directed Central Office administration to organize and articulate its course of action regarding school buildings in terms of a five year buildings and upgrading plan.

As school construction and upgrading is funded to a large extent by the Department of Education, applications to the Buildings Branch, Department of Education were made to reflect the intentions of the Board. Presently approvals from, and/or requests to, the Buildings Branch stand as follows:

1984 Restoration Projects Approved

1. Daysland - ext. windows (1957, 1963 sections) 5 classrooms
   - sidewalks and steps (1927 section)
   - tile-floor in 4 classrooms (1967 section)
   - upgrade lighting in the gym
   - replace lockers (1957 section)

2. Forestburg - block-in windows (9 rooms - 1958 section)
   - replace lockers (Myrna Section)

3. Sedgewick Public - Upgrade floor in shower rooms (1971 section)

4. Sedgewick Central - Upgrade lighting in the 1917 section.
   - ECS Classroom modification

5. Lougheed School - replace North and South entrance exterior doors

1985 Addition and Restoration Projects Requested

Daysland	- tile changerooms (1966 section)
Strome	- Science room renovation (1956 section) - North exterior door replacement (1960 section)
Sedgewick Central	- replace windows (1917 section)
Sedgewick Public	- Roof replacement (1959 Section) - Rug replacement in 7 rooms (1972 section) - Rug replacement in 3 rooms - Rug replacement in library - Science room upgrading (1959 Section) - Sidewalk replacement - ventilation 1 classroom and 2 washrooms - (exhaust fans)
Killam	- Roof replacement (1954 Section) - Complete window replacement - Science room upgrading - Library entrance replacement - sidewalk replacement (South entrance) - re-siding of building plus gym (whole school)
Lougheed	- Roof replacement (1953 section) - light replacement (gymnasium)
Heisler	- Roof replacement (portion of 1957 section) - Window replacement (science room and at main entrance) - linoleum (main entry and hallway floors).
Hardisty	- Three classrooms and administration offices addition - modernization of the 1955 section
Forestburg	- Four classrooms, library, music room, mechanical /electrical room and renovation of the 1951 section.

PROPOSAL 1: FIVE YEAR BUILDINGS PLAN

This plan basically perpetuates past and current practices of the Board, wherein each year a determination is made of renovation needs in each of the schools and applications are sent to the department for subsidy approval, then the work is done. This 'ad hoc' practice placed into a five year scenario was, and could be funded and implemented as follows.

January 1, 1984 Unexpended Capital revenue		555,751
1983 Building Renovation costs	264,735	
Less Gov't support	209,765	
Our unsupported cost	54,970	54,970
Balance in capital reserve after 1983 BQRP payment		500,781

1984	Building Renovation costs	174,875	
	Less Gov't support	148,769	
	Our unsupported cost	26,106	26,106
	Balance in capital reserve after 1984 BQRP payment		474,675
	Less Furniture and Equipment(1984) capital expenditure		247,250
	Balance in capital reserve		227,425
	Plus Transfer from designated reserves		124,000
	Balance in capital reserve		351,425
	Plus Building reserve account (designated reserve)		150,672
	Status of capital reserves after above payments		502,097

5 Year Plan (Proposal 1)

1985	Hardisty addition estimated cost	500,000	(57% or 72% support)
	Hardisty modernization estimated cost	500,000	(53% support)
	Cost of furnishing	100,000	(unsupported)
	Total cost (debenture)	1,100,000	
	Building renovation costs (BQRP) (debenture)	361,140	(87% supported)
	Our (after support) cost (48,610)		
1986	Forestburg addition estimated cost	700,000	(57% or 72% support)
	Forestburg BQRP 1951 section,	800,000	(87% support)
	Cost of furnishing	100,000	(no support)
	Total cost (debenture)	1,600,000	(~~unsupported~~)
	Also: Ext BQRP costs in other schools (debenture)	385,000	(87% support)
	Our (after support) cost (50,000)		
1987	BQRP costs in all schools (est) (debenture)	385,000	(87% support)
	Our (after support) cost (50,000)		
1988	BQRP costs in all schools (est) (debenture)	385,000	(87% support)
	Our (after support) cost (50,000)		
1989	BQRP cost in all schools (est) (debenture)	385,000	(87% support)
	Our (after support) cost (50,000)		
	Total 5 year (debentured) cost	4,601,140	

Thereafter the BQRP program would need to be confirmed on an annual basis, as under this plan, schools are being renovated each year only where there is a need for repair.

Annual Est. BQRP costs in all schools	230,000	(87% support)
Our (after support) costs 30,000		

1990-2000 - Total cost	2,300,000	(87% support)
Our (after support) costs 300,000		

This after support cost could be funded out of designated capital reserves however:

Total cost of Proposal 1 (less accrued interest) 6,901,140

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5 Year Plan (Proposal 2)

Proposal 2 is recommended as a perhaps more desirable program in that it purports to implement a plan which at the end of 5 years, would in the main, result in school buildings being put in a state of completion. That is, there should be utilization for the next 10 years without the necessity of continuous major BQRP repairs and maintenance.

1985 Hardisty School addition	500,000	(57% and 72% support)
Modernization	500,000	(53% support)
Cost of furnishing	100,000	(no support)
Total Debenture	1,100,000	
BQRP: Heisler, Sedgewick Central, Sedgewick Public, Forestburg, Daysland, Strome, Killam (Roof only), Lougheed		
Total Debenture	361,140	(87% support)
Our (after support) cost (48,610)		
Total 1985 cost	1,461,140	

1986	Forestburg School addition (est)	700,000	(57% and 72% support)
	Forestburg BQRP 1951 section (est)	800,000	(87% support)
	Cost of furnishing (est)	100,000	(no support)
	Total Debenture	1,600,000	
	Killam modernization (est)	700,000	(53% support)
	2 room addition (est)	200,000	(57% and 72% support)
	Cost of furnishing	100,000	(no support)
	Total Debenture	1,000,000	
	BQRP lockers at Central (est)	10,000	(87% support)
	Electrical upgrading of all schools	90,000	(87% support)
	Dust collection systems (3 schools)	95,000	(87% support)
	Total 1986 cost	2,795,000	
1987	Lougheed modernization (est) (heating, walls, floors, ceilings, washrooms)	600,000	(53% support)
	Cost of furnishing	50,000	(no support)
	Total Debenture	650,000	
	Alliance - modernize heating (make up air and mechanical)	250,000	(53% support)
	(Close out 1925, 1951, 1954 sections due to beyond repair - bus in junior high students to Forestburg and/or Central		
	Total 1987 Cost	900,000	
1988	Sedgewick Central BQRP old section (walls, ceilings floors)	200,000	(87% support)
	Total 1988 cost	200,000	
1989	Strome BQRP - redo classrooms, gym, exterior and miscellaneous in other schools(est)	200,000	(87% support)
	Total 1989 cost	200,000	

Total cost of Proposal 2 (less accrued interest) 5,556,140

APPENDIX E

COUNTY OF FLAGSTAFF #29
EDUCATIONAL POLICIES MANUAL
RETIREMENT OF FACILITIES

I. Preamble

The Board of Education supports the concept that facilities will be available for authorized Alberta Education and Board approved school programs and services, and for community use. To this end, the Board will undertake to plan and to provide appropriate school facilities, within reasonable access wherever possible.

To ensure participation of those directly affected, the Board will communicate and consult with affected publics prior to taking any action regarding closure of schools.

The Board recognizes that under certain specific conditions the closure of a school must be examined. The Board, after consideration of the relevant facts, may contact the Minister of Education for authorization to close a particular school.

II. Definitions

For purposes of this policy, the follwing definitions (meanings) shall apply:

1. SCHOOL - A building that is located within the boundaries of the County of Flagstaff that is owned and/or occupied by, and wholly under the jurisdiction of, the Board of Education of the County of Flagstaff that is operated for the express purpose of providing an education for students enrolled therein in accordance with pertinent statutes of the Province of Alberta and other pertinent Board of Education policies, and that is operated primarily and normally, though not necessarily exclusively, as a single educational unit.
2. This policy shall not apply to the school located at the Southbend Hutterite Colony.
3. COUNT DAY - In each school year, Count Day shall be the last day in September on which schools normally operate.
4. ENROLLMENT - In each school year, the enrollment shall be the total number of students enrolled at a given school on "Count Day".
5. ELEMENTARY LEVEL - Any or all of grades one through six, inclusive, not exceeding six grades in total; a special education class (es) at this level is deemed to represent a grade at this level.
6. JUNIOR HIGH LEVEL - Any or all of grades seven through nine, inclusive, not exceeding three grades in total; a specific education class (es) at this level is deemed to represent a grade at this level.

7. SENIOR HIGH LEVEL - Any or all of grades ten through twelve, inclusive, not exceeding three grades in total; a special education class (es) at this level is deemed to represent a grade at this level.

8. LEVEL ENROLLMENT - Means the total number of students enrolled on Count Day at a given level at a given school.

III. Criteria

The following criteria will be considered when school closure is contemplated:

1. The particular school being considered has reached the critical minimum enrollment level. This critical minimum enrollment level in the County of Flagstaff schools is established at 49 resident students or less per school.

   The same critical minimum level of students shall apply to levels within a given school (eg.) elementary level (1-6) - 42 resident students or less; junior high (7-9) - 27 resident students or less; senior high (10-12) 60 resident students or less. This criteria does not apply to a one-room multi-graded Hutterite Colony school.

2. The critical minimum enrollment will be assessed each term with the enrollment count on Count Day.

3. Once the critical minimum enrollment level (as of the Count Day) has been reached, parents with children in the school will be notified that school closure is being contemplated.

4. Special considerations may be necessary when deciding upon the closure or non-closure of a particular school in relationship to the critical enrollment level. Limited flexibility in the critical enrollment number could be acceptable in special circumstances.

5. All pertinent secondary criteria listed below shall be considered in the closure decision:

   a) The location and suitability of alternative school accommodation for the students involved.

   b) Program implications for the students (those currently in the receiver schools and those who will be transferred).

   c) Program implications, if any, for other schools.

d) Transportation needs and implications.

e) The effect on the social environment of the community.

f) Factors relating to the school building:

  i) The age and life expectancy of the building proposed for closure. This also should include upgrading requirements to meet Provincial Code standards.

  ii) Building modernization requirements.

  iii) General suitability to educational program needs.

  iv) Utilization factor of the school building.

g) The educational and financial impact of the closing of the school, including the effect on operational costs, outstanding debentures, and the capital implications.

h) The financial and educational impact of not closing the school.

i) The capital needs of the receiver school due to the proposed enrollment.

IV. Procedure

Procedure to be followed when school closure is being contemplated:

1) If and when the Board decides to pursue the closure of a specific school a notice of motion to this effect will be made at a regular meeting of the School Board.

2) Within fourteen days of the presentation of the notice of motion for school closure a letter shall be mailed to the parent(s) of every child in the school outlining in writing the notice of impending closure and the related implications. The letter to the parent(s) will expand on the Board's decision to pursue closure based on the criteria stated in the Criteria section of this policy.

3) Specific information as to the dispostion of the school building will be presented. The disposition of each school building will be assessed on an individual basis.

4) The Board shall convene a public meeting at the school, to discuss the proposed resolution and the implications, possible implementation and possible alternatives.

A notice giving at least 14 days advance publicity, shall be inserted in the appropriate newspaper(s) and, as well, a notice of meeting shall be sent home with students.

A majority of trustees shall be in attendance at the meeting.

5) After the public meeting, concerned electors will be allowed 21 days to prepare responses in writing to the notice of motion, including preferred alternatives.

6) Opportunity will be provided at a regular Board meeting, following the 21 day response period, for the concerned electors to present their responses to the Board.

7) After following the foregoing criteria and implementing the procedural steps as outlined, the Board may debate and shall vote upon the notice of motion prior to June 3rd of the current school year.

8) If the motion is ratified, the Board will request permission to close the school from the Minister of Education as required in the appropriate section of the School Act.

9) When the decision to close a school has been made, a committee shall be established to ensure that the closure runs smoothly. The committee shall act as a liason between the closing school and the receiving school(s) and provide information to the community and staff regarding such things as programs in the receiving school(s), boundaries, busing and school memorabilia.

The committee shall be composed of:

- the Principals or Assistant Principals of the closing and receiving schools.
- one parent of the closing school.
- the Superintendent of Schools or his designate.
- two Board members one whom shall be the Chairman of the Board.

10) Costs involved in closing schools shall be provided for in the Annual Budget.

V. Reuse

When considering the reuse of a facility, the following factors must be taken into account.

Retirement of Facilities

1. Future needs of the Flagstaff Board of Education.
2. Community preferences.
3. Plans which the town or county may have for the area.
4. The legal status of the property.
    - land use designation
    - ownership of the land
    - outstanding debenture
    - covenants
    - encumbrances
5. Lease of the building.
    - all or part
    - legal restrictions
    - current leases

APPENDIX F

SCHOOL BUILDINGS FIVE YEAR PROPOSAL

SCHOOL BUILDINGS FIVE YEAR PROPOSAL

This proposal should, at the end of 5 years, in the main, result in school buildings being in a good state of repair. That is continuous major repairs and maintenance should not be required for a number of years thereafter.

1984 Restoration Projects Approved

1. Daysland - ext. windows (1957, 1963 sections) 5 classrooms
   - sidewalks and steps (1927 section)
   - tile-floor in 4 classrooms (1967 section)
   - upgrading lighting in the gym
   - replace lockers (1957 section)
2. Forestburg - block-in windows (9 rooms - 1958 section)
   - replace lockers (Myrna Section)
3. Sedgewick Public - Upgrade floor in shower rooms (1971 section)

Sedgewick Central -Upgrade lighting in the 1917 section.
- BCS Classroom modification

5. Lougheed School - replace North and South entrance exterior doors

1985 Addition and Restoration Projects Requested

Daysland
- tile changerooms (1966 section)
- dust collection system

Strome
- Science room renovation (1956 section)
- North exterior door replacement (1960 section)

Sedgewick Central
- replace windows (1917 section)
- replace linoleum in all classrooms, storerooms
- dust collection system

Sedgewick Public
- roof replacement (1959 Section)
- rug replacement in 7 rooms (1972 Section)
- rug replacement in 3 rooms
- rug replacement in library
- science room upgrading (1959 Section)
- sidewalk replacement
- ventilation 1 classroom and 2 washrooms
- (exhaust fans)
- lockers in junior high

Killam
- roof replacement (1954 Section)
- complete window replacement
- science room upgrading
- library entrance replacement
- sidewalk replacement (South entrance)
- re-siding of building plus gym (whole school)

Lougheed
- roof replacement (1953 Section)
- light replacement (gymnasium)
- linoleum - hallways and classrooms
- locker replacement
- tile - washroom floors

Heisler
- roof replacement (portion of 1957 section)
- window replacement (science room and at main entrance)
- linoleum (main entry and hallway floors)
- carpet - library

Hardisty
- addition and renovation
- three classrooms and administration offices addition
- modernization of the 1955 section

Forestburg
- addition and renovation (1951 section)
- dust collection system

Cost Estimates for 1985

Building renovation costs (BQRP) (debenture)	548,440	(87% supported)
Our (after support) cost (70,235)		
Hardisty addition estimated cost	500,000	(57% or 72% support)
Hardisty modernization estimated cost	500,000	(53% support)
Cost of furnishing	100,000	(unsupported)
Total cost (debenture)	1,100,000	
Forestburg addition estimated cost	700,000	(57% or 72% support)
Forestburg BQRP 1951 section	800,000	(87% support)
Cost of furnishing	100,000	(no support)
Total cost (debenture)	1,600,000	

1986 Proposed Projects

Alliance
- 1951-1956 plus 1925 sections
- upgrade lights - Rooms 15, 19, 21-26, 29-32, main entry, hallway
- upgrade stairs to room 21,22,25 - new or fix

Boys washroom
- toilet partitions
- 2 toilets
- 2 vanity sinks
- 1 vanity 5' long
- ceramic tile walls
- ceramic tile floor

Girls washroom
- 1956 section
- toilet partitions
- 3 toilets
- 3 sinks
- 1 vanity 6' long
- ceramic tile walls
- ceramic tile floors
- emergency lighting
- windows

- center part - wall, ceiling, floors
- window replacement - elementary wing and east end
- emergency lighting

Daysland High
- 1957 section

Boys washroom
- Room 9
- new toilet partitions
- new wall partitions
- 3 toilets
- new vanity - 68 1/2 " long
- 3 vanity sinks complete

Mens Staff Washroom	- Room 8 - 1957 section - new toilet partition - new vanity 36" long - 1 toilet - 1 sink complete
Girls Washroom	- Room 7 - 1957 section - new toilet partitions - new wall partitions - 4 toilets - new vanity 6' 3" long - 3 vanity sinks complete
Ladies Staff Washroom	- Room 6 1966 section - new vanity 36" long - new toilet partition - 1 new toilet - 1 new vanity sink complete
Boys Washroom	- Room 55 - 1966 section (washroom in the west end of the High School) - new vanity 7' long - 3 vanity sinks complete - ceramic tiles on floor 20'x11'
Girls Washroom	- Room 52 - new vanity 7' long - 1 sinks complete
Room 25 (Home Ec.)	- change lights to fluorescent
Daysland Elementary	
Girls Washroom	- Room 10 - 1927 section - ceramic tile on floor 10'6" x 10' - replace all soffits and fascia - emergency lighting - replace sidewalk Elementary to High School 8'x38' - central heating - suggest we bring in a heating consultant - emergency lighting - for whole school
Forestburg	- emergency lighting for the whole school - structural support - Myrna section
Heisler	- 1954 section - upgrade lights, room 2, 10, 11, 9, 14 41, 42, 21 - change to new fluorescent - hallways - lighting to fluorescent - emergency lighting - lockers - replace all of them
Killam	- 1954 section - emergency lighting - replace all lockers - electrical upgrading required
Lougheed	- emergency lighting - metal siding of portable and wooden pillars?
Sedgewick Central	- 1968 section - lockers - approx. 250 new - emergency lighting
Boys Washroom	- room 57 - new vanity 8' long - 4 vanity sinks complete

- 3 toilets
- new toilet partitions

Girls Washroom
- Room 55
- 5 toilets
- new toilet partitions
- electrical upgrading as needed

Sedgewick Public
- emergency lighting
- electrical upgrading as required

Strome
- 1951, 1956, 1960 sections
- emergency lighting
- electrical upgrading

Cost estimate for 1986

Building renovation costs (BQRP) 550,000 (87% supported)

Our (after support) cost (71,500)

1987 Proposal Projects

Alliance
- BQRP as necessary
- electrical upgrade as necessary

Daysland
- central heating
- BQRP as necessary

Forestburg High
- 1958 section

Boys Washroom
- 3 toilets
- toilet partitions
- block off partition
- new vanity 7' long
- 3 vanity sinks complete
- 4 new urinal valves
- ceramic tile floor 20' x 10 1/2'

Mens Staff Washroom
- new vanity 36' long
- 1 vanity sink complete
- ceramic tile floor 6' x 6'

Girls Washroom
- new vanity 7' long
- 3 vanity sinks complete
- ceramic tile floor 20' x 10 1/2'

Ladies Staff Washroom
- new vanity 36" long
- 1 vanity sink complete
- ceramic tile floor 6' x 6'

Principal's Office
- rug 12' x 10' 6"

Administration Office
- rug 21' x 12'
- emergency lighting

Forestburg Junior High
- moved from Myrna 1969 - constructed 1954 and 1959
- remove windows between hallway and classrooms
- BQRP - walls ceilings in hallway

Heisler
- closing in of windows
- replacing classroom shelves
- exterior siding?

Killam	- addition 2 classrooms - computer room - - 1 general classroom plus furniture - change lighting in gym - complete gym renovation - hard wood floor - flooring in rooms and hallways as required - change complete heating system to hot water. This would mean new shelving in every classroom.
Lougheed	- new classroom shelving - upgrading ceilings
Sedgewick Central	- walls in old section - roof entrance
Sedgewick	- BQRP as necessary
Strome	- replace walls and ceiling in classrooms - renovate gym - floor, heating

Cost Estimate for 1987

Killam - 2 classroom addition - $200,000 (57% plus support)

Building renovation costs (BQRP) $385,000 (87% support)

Our (after support) cost ($50,000)

1988 Building Program

1988 BQRP costs in all schools (est)
(debenture) 385,000 (87% support)
Our (after support) cost (50,000)

By 1988 most schools will be in good condition. We might focus on the rest of the gyms in the County during this and the next year. Also, look at exteriors that need upgrading.

1989 Building Program

1989 BQRP cost in all schools (est)
(debenture) 385,000 (87% support)

Our (after support) cost (50,000)

Estimated Total 5 Year (Debentured) Cost

1985 Projects	$3,248,440.
1986 Projects	550,000
1967 Projects	585,000
1968 Projects	385,000
1989 Projects	385,000
TOTAL	$5,153,440

APPENDIX G

INTERVIEWS CONDUCTED DURING THE COURSE OF THE CASE STUDY

APPENDIX G

INTERVIEWS CONDUCTED DURING THE COURSE OF THE CASE STUDY

1. December 1, 1982 - Superintendent of Schools.
2. March 2, 1982 - Board of Education in total.
3. March 31, 1983 - Education Study Committee.
4. August 9 - 14, 1983 - Various members of the County of Flagstaff staff and did a review of each of the ten school buildings.
5. September 26, 1983 - Superintendent of Schools.
6. December 1, 1983 - Education Study Committee.
7. April 5, 1984 - Superintendent of Schools.
8. December 5, 1984 - Superintendent of Schools and Chairman of the Board of Education.
9. April 2, 1985 - Superintendent of Schools and Assistant Secretary Treasurer.
10. April 9, 1985 - Board of Education representative from the town of Sedgewick.
11. April 9, 1985 - Board of Education representative from the town of Strome.
12. April 9, 1985 - Deputy Superintendent of Schools.
13. April 10, 1985 - County Councillor and Board of Education representative from Division 4 (Killam area).
14. April 10, 1985 - County Councillor and Board of Education representative from Division 1 (Alliance area).
15. April 10, 1985 - Reeve of the County Council and Board of Education representative from Division 7 (Daysland area).
16. April 10, 1985 - County Councillor and Board of Education representative from Division 2 (Forestburg area).

17. April 11, 1985 - County Councillor and Board of Education representative from Division 3 (Lougheed area).

18. April 11, 1985 - Board of Education representative for the town of Galahad.

19. April 11, 1985 - Board of Education representative for the town of Lougheed.

20. April 11, 1985 - Parent group spokesperson from the Alliance area.

21. April 11, 1985 - County Councillor and Board of Education representative from Division 5 (Daysland area).

22. April 12, 1985 - Assistant Secretary Treasurer for the County of Flagstaff.

23. August 23, 1985 - Deputy Superintendent of Schools.

24. August 23, 1985 - Superintendent of Schools.

25. September 8, 1985 - Board of Education representative for the town of Killam.

26. September 8, 1985 - Board of Education representative for the town of Heisler.

27. September 8, 1985 - County Councillor and Board of Education representative from Division 1 (Alliance rea).

28. September 8, 1985 - County Councillor and Board of Education representative from Division 2 (Forestburg area).

29. September 8, 1985 - Board of Education representative for the town of Sedgewick.

30. September 8, 1985 - County Councillor and Board of Education representative from Division 5 (Daysland area).

31. September 8, 1985 - Parent group spokesperson from the Forestburg area.

APPENDIX H

DOCUMENTS EMPLOYED FOR THE CASE STUDY

APPENDIX H

DOCUMENTS EMPLOYED FOR THE CASE STUDY:

A) Minutes of the following County of Flagstaff Board of Education meetings:-

1. January 7, 1981
2. February 4, 1981
3. March 4, 1981
4. April 7, 1981
5. May 6, 1981
6. June 17, 1981
7. July 16, 1981
8. August 26, 1981
9. October 7, 1981
10. November 10, 1981
11. December 2, 1981
12. January 6, 1982
13. February 10, 1982
14. March 3, 1982
15. April 7, 1982
16. May 5, 1982
17. June 16, 1982
18. August 25, 1982
19. October 6, 1982
20. November 20, 1982
21. December 8, 1982
22. January 5, 1983
23. February 2, 1983
24. March 2, 1983
25. April 6, 1983
26. June 28, 1983
27. August 17, 1983
28. September 7, 1983
29. September 17, 1983
30. October 5, 1983
31. December 7, 1983

32. January 4, 1984
33. February 1, 1984
34. February 20, 1984
35. March 7, 1984
36. April 4, 1984
37. June 6, 1984
38. June 26, 1984
39. August 21, 1984
40. September 19, 1984
41. October 3, 1984
42. November 14, 1984
43. December 5, 1984
44. January 3, 1985
45. January 11, 1985
46. February 8, 1985
47. March 6, 1985

B) Minutes of the following Forestburg School Committee (a sub-committee of the County of Flagstaff Board of Education) meetings:

1) July 31, 1981
2) March 19, 1982
3) June 4, 1982
4) August 25, 1982
5) November 3, 1982

C) Minutes of the following Education Study Committee (a sub-committee of the County of Flagstaff Board of Education) meetings:

1) January 12, 1983
2) March 31, 1983
3) December 1, 1983
4) February 24, 1984
5) March 6, 1984
6) March 18, 1984
7) May 17, 1984

D) Minutes of the following Finance Committee (a sub-committee of the County of Flagstaff Board of Education) meetings:

1) January 4, 1983